

# Local Government Service

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## CO-ORDINATION & IMPROVEMENT

### PART II

By C. KENT WRIGHT, B.A.,

TOWN CLERK, STOKE NEWINGTON

During the past thirty or forty years, however, the nature of the Town Clerk's work has changed considerably, for the main reason that the nature of local government has itself changed. The main concern of the town council is no longer the maintenance of law and order among the local inhabitants, the policing of the city or the repair of its highways. These perpetual necessities continue to exist and to demand attention, but the real centre of gravity has shifted to the body of social services which the local authority is called upon to provide. Public health in all its branches, education, housing and town-planning, maternity and child welfare, lunacy and mental deficiency, public utilities and transport services—these are the functions which dominate modern local government, and it is these questions which demand the attention of the leading official of the county borough or city council. Poor law has now been added to their number.

W. A. ROBSON, *The Development of Local Government.*

**A** FURTHER means of effecting co-ordination is afforded in the organisation of such matters as the purchase of supplies, the issue of stationery, or the printing for all departments of a local authority by one central department.

One of the most interesting experiments in co-ordination affecting the administration of local authorities was the establishment, in December, 1927, by the Sheffield Corporation of their own printing and stationery works. Its action was to meet the whole of the requirements of all the Municipal Departments in printing and bookbinding by "direct labour" and to meet by its "merchandising" or central buying all other office requirements in respect of stationery, office requisites, including typewriters and office furniture. The Department enjoyed a great success and effected considerable saving to the Corporation, and in 1930 the existing premises in which the work was carried on having proved quite inadequate, new premises were built and opened in June, 1930, by the late Lord Russell. The Honorary Controller was asked to report in May, 1929, that during the year commencing April 1, 1929, the departments of the Corporation were to be supplied in respect of work done and in respect of merchandising carried on in that year at cost price plus 12½ per cent. The actual turnover, excluding the trading account of the Education Committee, was over £3,000.

Taking this figure as the basis of calculation for the financial year 1929-30, this 12½ per cent. above cost, together with the rebate on education account, would yield a profit of £3,800, which, again, as will be seen, is a little more than three times sufficient to provide the interest and redemption on a new building. The Honorary Controller concluded his report with these very significant words:—

"I therefore put to the Committee, with a full sense of the responsibility of what I am saying, that as from April 1, 1930, it would be possible to supply all printing, all stationery, all bookbinding and all productive work to the departments of the Corporation at the prices calculated by the Master Printers of Sheffield as their actual cost prices, and to pay the interest and redemption on an entirely new building out of the savings effected in overhead costs."

The Department is administered by a Printing

*Writing on the essays that were submitted in response to the offer of a prize of five guineas, Sir Arthur Robinson, G.C.B., C.B.E., Permanent Secretary of the Ministry of Health, states that the competition produced several essays of considerable merit. He awarded the prize to Mr. C. Kent Wright, Town Clerk, Stoke Newington, for his essay entitled "The Existing Arrangements for Co-ordinating the Different Branches of the Work of a Local Government Authority, and what, if any, Improvements could be Made," and commended the following for their contributions: Mr. W. J. Hunt, Chichester; Mr. L. W. Hulen, Birmingham; Mr. A. Paterson, Glasgow; Mr. J. R. Cockfield, Workington. Below we print the second and concluding part of Mr. Kent Wright's essay.*

and Stationery Committee, which is a Subcommittee of the Finance Committee of the City Council. The Department is attempting—and its success in its endeavour seems assured—first, to meet the requirements of all departments of the Corporation with efficiency, economy, and expedition; secondly, to purchase for the city the Printing Works which have been erected and the plant installed therein out of the difference between actual cost of production and the cost hitherto incurred by the City Council.

### CO-OPERATION OF OFFICIALS

The Town Clerk is, as a rule, the officer who is in closer touch with all the departments of a local authority than any other official. He is, therefore, in a position to put a stop to the unnecessary complexity of departmental subdivision of duties and to secure the carrying out of such duties wherever possible by one department as a whole.

One of the most satisfactory arrangements for the promotion of co-ordination between different departments which has been successfully adopted by numerous local authorities is quite simple. It consists of the holding, at least once a month, of an informal meeting between heads of the various departments of the corporation, presided over by the Town Clerk. By this means each department is kept *au fait* with the activities and the proposed activities of other departments; points of difference, if then raised, are discussed and generally smoothed over and a happier *modus vivendi* is reached between the chief officials and the team spirit which is the ideal motto of not only local authorities but of every industrial and professional organisation is enhanced.

An extension of this idea which is particularly effective in the case of a large local authority is the arrangement of conferences between the departmental heads who in turn place any difficult question which may confront them before the chief official of the department.

A useful auxiliary to the efficient working of this monthly meeting is the sending round by the Town Clerk each month to the chief officials who form part of such meeting, a list of matters referred to them by the Council during the

previous month, with a request that he shall be notified of the exact stage which each of such matters has reached. Such an arrangement is of great value to the Town Clerk personally as a means of keeping himself *au fait* with every activity of his Council.

### SECTIONAL ARRANGEMENTS

The sectional arrangements of each department have, of course, an important bearing on this question. The most satisfactory co-ordination between the various departments of a local authority as a whole can take place only if each department is organised upon efficient principles. It has now become generally recognised that the head of a department can economise his time quite appreciably by conferring with his sectional officers in a group instead of individually. In this way the control of the head of the department can quickly be established over complex operations which, but for such regular conferences, would have involved him in a great deal of detail.

Another valuable idea for the promotion of co-ordination is for each chief officer definitely to encourage his staff to make suggestions to further the efficiency of his department. Trading departments of corporations have of recent years adopted more and more the commercial spirit which endeavours to run a municipal business with the same keenness for inexpensive management as is essential in the conduct of private firms and companies. Some firms have spent hundreds of pounds in distributing amongst their staff "suggestion bonuses" which have saved the firm the sum so expended many times over, the saving having been effected either in the improved quality of the manufacture, in the decreased cost of production, in more efficient management or increased sales.

With regard to the adoption of such a scheme by a municipal authority, the head of the department might either take his committee into his confidence in the development of his scheme or develop it himself. He might promise promotion or advancement in salary to any officer who proves by suggestion that he is doing more than attend at the office daily during office hours. Even the opportunity for making suggestions has been known to encourage members of the staff to take a keener and more intelligent interest in their work than they have done before. In promoting such a scheme it is useful to put up for competition a bonus either for each suggestion which is adopted or for the best suggestion of the year. The plan invariably brings to the notice of the head of the department many minor details of over-lapping or unnecessary avoidable work which in itself may seem trivial, but which when spread over the work of a number of officials amounts to a very considerable sum.

As a general rule an official, while keen on the work of his own department, has sufficient common sense to recognise that he is not independent of his brother officials and is not averse to consulting with them when the need for such consultation arises. The appointment of any supervising officer is more likely to be a cause for friction than a means of securing co-ordination.

In order to ensure that the advantages of such



co-ordination may be obtained in the event of possible disharmony between the chief officials it seems desirable that the authority of Town Clerks in this connection should be other than merely hortatory and that they should be given, within limitations, a specific authority to give directions to other heads of Departments. The Local Government system in England will thereby obtain some of the advantages of the system in the United States and avoid its many patent defects. Whether such authority should be given by statute or understanding orders is a moot point.

The position with regard to the function of the Town Clerk as co-ordinator between other departments is admirably summarised in the following paragraphs of the Draft Memorandum of Evidence submitted by the National Association of Local Government Officers to the Departmental Committee:—

78. "The Clerk to the authority is generally recognised as the principal officer, but the part he plays varies with the personalities of the individual and his colleagues and the size of the authority. There is usually a fairly well defined relationship between him and the other heads of departments, though it is not committed to writing. The Clerk is responsible for the co-ordination of the work of all departments and the degree of co-ordination secured by him varies first with the authority and influence of the Clerk, and, secondly, with the extent to which the other heads of departments consult him.

79. The most successful administration is found where the Clerk keeps in touch with the operations of all departments but does not interfere with the technical officers in purely technical matters. In the case of smaller towns the influence of the Town Clerk in connection with the work of other departments is usually greater than in the case of the large towns.

80. In some towns it is the custom for heads of departments to confer periodically upon the work and probable development in each department. In most towns the heads of the departments confer with the Town Clerk on important matters before reporting to their committees. These conferences and consultations tend to smooth working and efficiency."

#### CITY MANAGER

It is now generally admitted that the new form of professional administration by the City Manager which has been adopted in many small towns in the United States of America would be a grotesque fiasco if an attempt were made to introduce it into the English Local Government system.

It may, however, be worth while briefly to state the position of the City Manager. He is the head of the administration of his authority and appoints his own departmental chiefs. He is not supposed (but supposition and fact do not invariably agree) to interfere in local politics, and finance and policy rest with the Council. His appointment is by the Council without any specified term of years.

The co-ordinating functions of officers such as the Town Clerk and the Financial Officer are infinitely more suited to the fabric of English local government. Both of these officials, while having their own duties to attend to, have cognizance of the work of other departments, and so far as the officials are concerned the best means of securing co-ordination without unnecessary friction is to keep the different departments in touch through one or other or both of these two officials.

#### STATISTICS

Another most important preliminary to the carrying out of really effective co-ordination work is the collecting and recording of statistics.

If the statistical section of the Borough Treasurer's Department keeps a record of the time spent in the duties performed daily by the various sections of the staff by tabulating various reports and works any department can be kept in touch with each other on matters of everyday work. In any collecting department, moreover, the collecting officer should be able to refer to a

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(Continued)

central bureau for statistics and records of defaulters, etc., to prevent the same person getting credit from one department (e.g., Coke Sales), when he has been proved an awkward customer and defaulter in the Gas Fittings section.

#### THE RATEPAYER

It is possible, too, to eliminate the pestering of the householder by the visits of too many inspectors and visitors in the employ of various departments of a local authority, e.g.: Rates, Electricity, Education, Health, Registration of Electors, etc.

It is not suggested that one official can obtain the whole of the necessary particulars with regard to all these services, but that the collation of such information does afford considerable scope for co-ordination.

The central register which Poor Law Authorities now have to keep in order to show exactly what public assistance various individuals are receiving, whether from national or local funds, and whether from public or private sources, is another valuable instance of the use of co-ordination and the possibilities of pooling information between, for example, a local authority and a voluntary council of social welfare.

#### PRINCIPLES OF ORGANIZATION

No better summary of the general principles of organisation of the various departments of a local authority is to be found than that in Mr. Montagu Cox's well-known little classic on *Municipal Organisation*. I make no apology for setting them out *in extenso*:—

1. The work should be grouped on natural lines.
2. The basic groups should be clearly marked and large enough to be economically self-contained and supervised by one person.
3. The basic groups should be associated according to the similarity of the work performed therein, and the number of groups so associated should be large enough to be supervised by one person.
4. Groups and associated groups should be as even as possible, not necessarily in size but in amount of responsibility involved, so that an even flow of responsibility and delegation may result.

#### OFFICE MACHINERY

Office machines have passed through one distinct stage of development and are now well advanced into the second stage. In the first stage they were designed to serve merely as adjuncts for facilitating the carrying out of existing processes; for example, typewriters facilitate the process of writing, adding machines replace the corresponding mental processes, and so forth.

The more recently designed machines, however, belong to a totally different type. They form a class the use of which necessitates entire reversion of office practice and methods. One of the main advantages of some of these machines is that operations which have hitherto been performed separately can now be combined and this change ordinarily means recasting the whole office organisation.

#### INTERNAL TELEPHONES

An internal telephone service is of primary importance for purposes of co-ordination and saves a great deal of time in the circulation of written inter-departmental messages. For inter-departmental records of which it is desired to have some permanent or semi-permanent record, a system of inter-staff message forms, which may be collected and delivered by the messengers of the local authorities is also of great service.

Labour-saving in effect means the application of scientific principles in organisation. The lay-out of the office, the allocation of duties to various members of the staff, the division and

length of the working day of the staff and the elimination of unnecessary physical movement, are all important factors to be considered; the lighting, ventilation and heating of the office must not be left out of account. It should be realised that there is the humanitarian as well as the utilitarian aspect of labour-saving.

Many men, notably F. B. Gilbreth, of New York, have devoted themselves to the study of motion science, especially with a view to eliminating all superfluous effort and to grappling the very great problem of the monotony of labour. The whole principle of efficient labour-saving devices is not to avoid work but to avoid unnecessary and superfluous work. Gilbreth studied bricklaying, and found that eighteen motions were used in laying each brick. He discovered that a bricklayer stoops down to the ground for a brick, tosses it into the air, taps it, lays it on the mortar and fusses with it in several unnecessary ways. Then Gilbreth planned out how bricks ought to be laid.

He had them properly piled and conveyed to the bricklayers; he had the mortar deposited in the most convenient place; he had each group of bricklayers waited on by a labourer, and he cut down the number of motions per brick from eighteen to five. The result was that, instead of laying 700 bricks in a day, each man actually laid 3,500 apiece. They did four or five times the work without any more exertion and with a greater sense of convenience.

The study of motion science should be developed and applied not only to every branch of industry, but also to the organisation of the office.

#### MECHANICAL CONTROL

A labour-saving device which has already been adopted by many local authorities and public utility undertakings throughout the country is that of stamping (instead of typing) any document which requires a ratepayer's or electricity consumer's name and address.

The *modus operandi* is as follows: The names and addresses of every ratepayer or electricity consumer may be set up in type or on a die and be written in either form so that they are available not only for stamping the heading on valuation lists or electricity account books, but also for addressing envelopes or for stamping any document or for the preparation of rate demand notices, receipts, rate sheets, ledger sheets, meter cards, valuation lists, etc. The stereotyped names and addresses are kept vertically in trays like the cards of a Card Ledger. When required a complete tray of these plates (containing, for example, the names and addresses of the whole of the ratepayers in a particular road) can be taken out and the plates are inserted into the machine, the tray being placed underneath the machine. The machine prints off the names and addresses at the rate of about 1,000 per hour, returns the plates to the tray in their original order and, further, by a process of mechanical selection, repeats any names and addresses that it may be desirable to repeat and skips any that it may be desirable to skip, such names and addresses are automatically selected without the element of human error entering into it at all. It has in practice been found that the mechanical control of rate demand notes has frequently resulted in a definite speeding up in the collection of rates.

The above system affords opportunities not only for the effecting of considerable economies, but for the co-ordination—through office machinery—of different departments of a local authority.

There is one outstanding form of co-ordination to which no specific reference has been made in this essay, namely, self-co-ordination—more often described as team work or "pulling together." The staff who are proud of the local authority under which they serve, who are jealous of its prestige and anxious to promote its best interests in every way, are in themselves one of the greatest and best factors towards making a local authority a real entity, autonomous and self-sufficient.

Self-co-ordination, if it can be achieved, is a "consummation devoutly to be wished," and should be studied by everyone interested in the technique of administrative work.

THE END.



# LONDON PASSENGER TRANSPORT BILL

By THE LEGAL SECRETARY

IN the issue of THE LOCAL GOVERNMENT SERVICE (page 129) for May last, there appeared an article on the provisions of the London Passenger Transport Bill which they affected officers of local authorities whose tramway, light railway or trolley vehicle undertakings are to be transferred to the new Passenger Transport Board for the London traffic area.

## PETITION LODGED

Attention was drawn to the fact that a number of amendments were required in the interests of the officers concerned, and that the National Executive Council had given authority for a petition to be lodged against the Bill. After the petition had been lodged negotiations between the Association and the Ministry of Transport were commenced. Several very lengthy conferences took place between representatives of the Ministry and representatives of N.A.L.G.O., the three large Railway Trade Unions and the Transport and General Workers' Union, acting on behalf of the various classes of employees concerned, and as a result clauses have been agreed which, having regard to the many difficulties to be overcome, are very satisfactory from the point of view of the employees. In moving these Clauses in Committee on July 30, Counsel for the promoters said: "These clauses have raised a considerable number of difficulties, and when you consider the task of framing clauses to cover all the varied classes of labour that are transferred to the Board with these undertakings, it has been a formidable matter to meet every case"; but he added that, as the result of discussions with all concerned, agreement had been reached.

The following are the clauses concerning officers of local authorities which were incorporated in the Bill in Committee and which, subject to certain drafting amendments to be made later, will appear in the Act—assuming that the Bill will be passed:—

### Staff and Superannuation.

56.—(1) The provisions of this section shall apply in relation to any person who—

- (a) was on the twelfth day of March, nineteen hundred and thirty-one, an officer or servant of a local authority, company or person specified in the First Schedule to this Act; and
- (b) either (i) was on the said date occupied in or in connection with the undertaking or, as the case may be, the part of the undertaking transferred by this Act from that authority, company or person to the Board; or (ii) between the said date and the appointed day became so occupied on being transferred by his employers from other duties, such transfer being reasonably necessary in the ordinary course of the management of their business; and
- (c) was immediately before the appointed day an officer or servant of that authority, company or person, and solely or mainly so occupied as aforesaid.

Any such person as aforesaid is in this section referred to as an "existing officer" or "existing servant."

(2) Subject to the provisions of this Act, every existing officer or servant shall, as from the appointed day, be transferred to and become an officer or servant of the Board and if any question arises as to whether any person is so transferred, that question shall be determined by an arbitrator who shall be appointed by the Lord Chancellor in accordance with the provisions hereafter in this Part of this Act contained and is hereafter in this Part of this Act referred to as the "standing arbitrator."

(3) No existing officer or servant so transferred shall, without his consent, be by reason of such transfer in any worse position in respect to the conditions of his service as a whole as compared with the conditions of service formerly obtaining with respect to him and, in determining whether an officer or servant is, or is not, in a worse position, regard shall be had to all relevant considerations, including tenure of office, remuneration, gratuities, pension, superannuation, sick fund and any other benefits or allowances, whether provided for himself or for his widow, family or representatives and whether obtaining legally or by customary practice of the authority, company or person under whom he held his office or employment.

### ARBITRATION PROVISIONS

(4) If any question arises as to whether the provisions of the last preceding subsection have been complied with, that question shall be referred to the standing arbitrator, and if the arbitrator is of opinion that those provisions have not been complied with and that the officer or servant in question has thereby suffered any injury, not being a direct pecuniary loss in respect of which he is entitled to compensation under the provisions hereafter in this section contained, the arbitrator shall award to him such sum to be paid by the Board as he considers sufficient to compensate him for that loss or injury.

(5) If the Board are of opinion—

- (a) that any appointment to any office or employment in connection with any undertaking, or any part of an undertaking, transferred to the Board by this Act, or any alteration in the rate of remuneration of any existing officer or servant, made after the third day of December, nineteen hundred and thirty, was not reasonably necessary in the ordinary course of the business of that undertaking; or
- (b) that any right to the grant, or any alteration of a right to the grant, of a pension or superannuation allowance or other benefit or allowance conferred or made after that date by any authority, company or person whose undertaking is wholly or in part transferred to the Board by this Act was not in accordance with the usual practice of that authority, company or person with respect to the grant or alteration of pensions, benefits or allowances,

the Board may, within three months after the appointed day, give notice in writing to that effect to the authority, company or person concerned, and if in any case where such a notice has been given a dispute arises, it shall be referred to the standing arbitrator, who shall consider whether or not the appointment or alteration in the rate of remuneration was reasonably necessary in the ordinary course of the business, or whether or not the conferring or alteration of the right to the grant was in accordance with the usual practice of that authority, company or person and shall determine whether, and to what extent, as between the Board and that authority, company or person any liability arising in respect thereof is to be transferred to the Board or is to continue as a liability of the authority, company or person.

(6) The Board may abolish the office or post of any existing officer or servant, and any existing officer or servant required to perform duties which are not analogous to, or are an unreasonable addition to, those which as an officer or servant of the authority, company, or person from whom he is transferred he was required to perform, may relinquish his office or post; and every existing officer or servant whose office or post is so abolished or who so relinquishes his office or post as aforesaid, or who otherwise suffers any direct pecuniary loss in consequence of this Act, and for whose compensation for that loss provision is not made by any other enactment for the time being in force, shall be entitled to receive from the Board in respect of that loss compensation to be determined in accordance with the provisions of the Seventh Schedule to this Act.

(7) If within five years after the appointed day—

- (a) any existing officer or servant relinquishes his office or post under the last preceding subsection; or
- (b) the services of any existing officer or servant are dispensed with by the Board because his services are not required and not on account of misconduct or incapacity to perform such duties as immediately before the appointed day he was performing, or might reasonably have been required to perform; or
- (c) the emoluments of any existing officer or servant are reduced on the ground that his duties have been diminished,

or if at any time the services of any existing officer or servant are dispensed with by the Board upon the abandonment, in whole or in part, of a tramway on or in connection with which he was employed by the Board, that officer or servant shall, unless the contrary is proved, be deemed to have suffered a direct pecuniary loss in consequence of this Act.

### RIGHTS NOT PREJUDICED

(8) No existing officer or servant who is transferred to the Board shall be prejudiced in regard to the office or post to be assigned to him by the Board by reason of the appointed day in relation to the undertaking from which he was transferred being later than the appointed day in relation to any other transferred undertaking.

(9) The retention after the appointed day of the service of any officer or servant by any authority or company in accordance with the provisions of this Act shall not prejudicially affect the rights of that officer or servant under this section.

(10) It shall be lawful for the Board and any existing officer or servant and the local authority, company or person employing him, to agree that, notwithstanding anything in this section, he shall not be transferred to the Board, and if any such agreement is so made, none of the provisions contained in subsections (2) to (9) of this section shall apply in relation to him.

56s.—(1) Any officer or servant of a local authority specified in Part III of the First Schedule to this Act who would by virtue of section fifty-six of this Act have been transferred to the Board on the appointed day if he had on that date been solely or mainly occupied in or in connection with the transferred undertaking of the authority but was on that date only partly so occupied, and who as a consequence of this Act or of something done by virtue thereof, and not as a result of any misconduct or incapacity to perform such duties as immediately before the appointed day he was performing, or might reasonably have been required to perform, suffers any direct pecuniary loss and for whose compensation for that loss provision is not made by any other enactment for the time being in force, shall be entitled to receive from the local authority in respect of that pecuniary loss, compensation to be determined in accordance with the provisions of the Seventh Schedule to



this Act as modified by the next succeeding subsection.

(2) The provisions of the said Seventh Schedule shall in their application to any such officer or servant as aforesaid have effect as if for any reference therein to the Board as the authority to receive and determine claims for compensation and to pay compensation there were substituted a reference to the local authority.

(3) Any compensation payable under this section shall be paid in the first instance by the local authority, but the ultimate incidence thereof shall be such as may be agreed between that authority and the Board, or in default of agreement, determined by the standing arbitrator.

(4) Upon any reference to him under the last preceding subsection, the arbitrator shall have regard to all the circumstances of the case and, in particular, to the number of vacancies in the staff of the local authority resulting from the transfer to the Board of officers and servants not solely employed in or in connection with the transferred undertaking and the opportunity afforded by those vacancies for avoiding, by means of a re-allocation of duties, any hardship to such officers or servants as are mentioned in this section, and shall determine whether the cost of any such compensation as aforesaid is to be borne by the local authority or by the Board, or is to be apportioned between them and, if so, in what shares.

57A.—(1) For the purposes of the six last preceding sections and of the Seventh Schedule to this Act, the Lord Chancellor shall appoint a standing arbitrator, and any question which under any of those provisions or under the said Schedule is directed to be determined by a standing arbitrator shall, in case of dispute, be referred to and determined by that arbitrator.

(2) The fee payable to the standing arbitrator in respect of any such arbitration as aforesaid shall be such as the Lord Chancellor may fix and shall be paid by the Board, unless, in a case arising under section 56B, section 56C, or section 56D, of this Act, the arbitrator directs that it shall be paid by the local authority, or the Railway Clearing House, or a railway company concerned, as the case may be.

58.—(7) Any person who, being an officer or servant of any of the local authorities specified in Part III of the First Schedule to this Act, is transferred to and becomes an officer or servant of the Board, and who immediately before the appointed day was a member of any pension, superannuation or other benefit fund set up by that authority, may continue to be a member of that fund and, subject to the provisions of the next succeeding subsection, while he so continues to be a member, the provisions of any enactment or scheme or any rule or regulation by which that fund is regulated shall, so far as respects him, continue to apply to the local authority and, he shall be entitled to the same benefits, rights and privileges and subject to the same obligations, whether obtaining legally or by customary practice, as he would have been entitled or subject to if he had remained an officer or servant of the authority.

(8) Whilst any officer or servant of the Board continues to be a member of any such fund as is mentioned in the last preceding subsection—

(a) the authority may in respect of him grant benefits, and make payments into and out of the fund, as if his employment by the Board were employment by the authority; and

(b) the Board shall deduct from his remuneration such amounts as he is liable to contribute to the fund, and shall from time to time pay to the authority the amounts so deducted to be carried by the authority to the credit of the fund, and shall also from time to time repay to the authority any sums paid by the authority into the fund being sums which, if their undertaking had not been transferred to the Board, would have been properly so payable by them out of the revenues of the undertaking.

The Board and the local authority may enter into agreements for the purpose of giving effect to the provisions of this subsection and, except in so far

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(Continued)

as any such agreement provides to the contrary, any dispute arising under those provisions shall be referred to and determined by an arbitrator to be agreed upon between the parties, or failing agreement to be appointed on the application of either party by the President of the Institute of Actuaries.

(9) Without prejudice to any other liability of the Board towards any such fund as is mentioned in the last preceding subsection, the Board, if upon an actuarial valuation of any such fund a deficiency is found to exist, shall on demand make good to the fund so much, if any, of that deficiency as may be certified by the person making the valuation or as, in the case of a dispute, may be determined by an arbitrator, to be appointed in default of agreement upon the application of either party by the President of the Institute of Actuaries, to be due to the action of the Board in increasing the remuneration, or accelerating the retirement of officers or servants of the Board continuing to be members of the fund.

(10) The Board may at any time prepare a scheme or schemes for establishing such pension, superannuation, or other benefit funds as they may think fit for the benefit of persons employed by the Board, and any such scheme may provide for the making of arrangements with the managers of any other fund of which officers or servants of the Board are for the time being members, for the transfer in whole or in part to the pension, superannuation, or other benefit funds of the Board of any assets, rights or liabilities of that other fund in respect of those members:

Provided that no such scheme of the Board shall come into operation until it has been approved by Parliament.

### SEVENTH SCHEDULE

#### PROVISIONS AS TO DETERMINATION OF COMPENSATION PAYABLE TO OFFICERS AND SERVANTS.

1. Every person who claims to be entitled to be paid compensation under Part III of this Act in respect of any direct pecuniary loss shall deliver to the Board a claim in writing, stating the direct pecuniary loss in respect of which he claims compensation, and setting out particulars as to the emoluments received by him from the Board or from the authority, company or person by whom he was or is employed in each year during the period of five years immediately preceding the date on which his office or post was abolished or was relinquished by him, or the date on which his direct pecuniary loss commenced.

Every such claim shall be accompanied by a statutory declaration that the claim so submitted is, according to the best of his knowledge, information and belief, a true statement.

2. On receipt of any such claim the Board shall forthwith take it into consideration and determine whether any and, if so, what compensation ought, in their opinion, to be granted to the claimant and shall inform him of their decision; and, if they fail to inform him of their decision within six months after his claim has been so delivered to them, the Minister may, on application made to him in that behalf by the claimant, direct them to do so within such time, not being less than one month, as may be specified in the direction.

3. If the claimant is aggrieved by the failure of the Board to inform him of their decision upon his claim within the time specified in any direction of the Minister, or by their refusal to grant compensation, or by the amount of the compensation granted, he may require the matter to be referred forthwith to the standing arbitrator, and the arbitrator shall consider the case and determine whether any, and if so what, compensation ought to be granted to the claimant.

4. For the purpose of determining whether compensation should be granted to any person under the provisions of this Schedule, and if so, the amount of that compensation, regard shall be had to—

- (a) the nature of his office or employment;
- (b) the conditions upon which his appointment was made;
- (c) the duration of his service;
- (d) any additional emoluments which he acquires by virtue of this Act, or of anything done in pursuance or in consequence of this Act;
- (e) the emoluments which he has, or might have, acquired by accepting other employment offered him by the Board, or by the authority, company or person from whose service he was transferred to the Board; and
- (f) all the other circumstances of his case:

Provided that in no case shall the compensation payable exceed the amount which under the Acts and Rules relating to Her Majesty's Civil Service and in force on the thirtieth day of August, eighteen hundred and eighty-eight, would have been payable to a person on abolition of office.

5. In the case of an officer or servant of a local authority, the Board or the arbitrator in computing the length of his service for the purposes of the award of compensation shall take into account all his service after he attained the age of eighteen years, whether under any local authority as defined in section three of the Local Government and other Officer's Superannuation Act, 1922, or under any tramway company whose undertaking has, as a whole or in part, been acquired by a local authority by whom he has been or is employed.

6. In the case of an officer or servant of an Underground undertaking, the Board or the arbitrator in computing the length of his service for the purpose of the award of compensation, shall take into account all his service after he attained the age of eighteen years under any Underground undertaking.

7. If the appointment of an officer or servant is determined by his employer otherwise than at the expiration of a complete year of his service, the portion then expired of the current year of his service shall, if it exceeds six months, be treated as a complete year, and shall, if it does not exceed six months, be ignored.

8. The compensation payable to—

- (a) an officer or servant of a local authority who immediately before the appointed day held two or more posts under that authority and who devoted the whole of his time to the duties of those posts; or
- (b) an officer or servant of an Underground undertaking who immediately before the appointed day held two or more posts under any one or more of the Underground undertakings and who devoted the whole of his time to the duties of those posts,

shall not be reduced by reason of the fact that he has devoted only part of his time to each of those posts.

9. If any officer or servant was temporarily absent from his employment under any authority, company or person during the late war whilst serving in His Majesty's forces, or the forces of the allied or associated powers, either compulsorily or with the sanction of his employers, such period of temporary absence shall be reckoned as service under that authority, company or person:

Provided that if, after the armistice, he voluntarily extended his term of service in the forces, no period of service during that extension shall be reckoned.

10. The Board or the arbitrator may in their discretion and in consideration of the fact that any officer or servant was appointed to his office or post as a specially qualified person add any number of years, not, however, exceeding ten, to the number of years which the claimant would otherwise be entitled to reckon for the purpose of computing the compensation to which he would be entitled under the Acts and Rules referred to in paragraph 4 of this Schedule.

11. Any compensation granted, whether by the Board or by the arbitrator, shall be a specialty debt due to the claimant from the Board, and may be enforced accordingly in like manner as if the Board had entered into a bond to pay it.

NOTE.—The Minister referred to in the foregoing provisions is the Minister of Transport.



# THE OXFORD SUMMER SCHOOL

## ADAPTATION FOR THE RESPONSIBILITIES OF THE FUTURE

BY OUR OWN CORRESPONDENT



MISS SUSAN LAWRENCE,  
Late Parliamentary Secy. Ministry of Health.

*The reward is in the attainment. Because a man has the initiative in the time granted to him to educate himself he has already separated himself as a person of energy and character. That ought to be sufficient inducement to the local authority to recognise his worth.*

—PROFESSOR LASKI,

At the Nalگو Oxford Summer School.

OXFORD, a cathedral city of spires; abundantly rich in architectural beauty and for centuries the centre of scholastic and theological research, provided just that atmosphere essential for a successful two weeks' course of study into the theory and practice of local government such as was undertaken by the students attending the second Summer School of the National Association of Local Government Officers—this year at Oriel College. The necessity for a wider vision on the part of those daily engaged in the administration of English local government cannot be urged too strongly and these Summer Schools provide the facilities for this to be obtained in the most delightful surroundings and under the guidance of some of the foremost reformers in local government to-day.

Joined during the first few days by Mr. S. Lord, the President of Nalگو, Mr. L. Hill, the general secretary, and others prominent in the educational side of the Association's work, fifty students drawn from the staffs of local authorities in various parts of the country went into residence in the college buildings. Not a few entered Oriel with the happiest memories of the first school held last year at Keble College, but to the greater number, the experience of residence in an English University was a novel and delightful one.

Nalگو was fortunate in securing the interest of the Ministry of Health in its Summer School. Miss Susan Lawrence, then Parliamentary Secretary to the Ministry, was present and spoke at the inaugural dinner. Sir Arthur Robinson, Permanent Secretary, also visited the School.

### INAUGURAL DINNER

On Saturday, July 25, the inaugural dinner, with Miss Susan Lawrence, in her capacity as Parliamentary Secretary to the Minister, as guest of honor, provided a good send-off for the school. Also, among the guests were Mr. S. Lord, Borough Treasurer, Acton, President of the National Association, in the chair; Dr. L. R. Phelps, late Provost, Oriel College; and the present Provost, Mr. W. D. Ross; Mr. J. J. Clarke (Liverpool), Dr. Stobie, Mayor of Oxford; Mr. J. G. Chaston, vice-chairman of the Education Committee of Nalگو; Mr. L. Hill, General Secretary; and Mr. T. Harvatt, B.A., Organising Secretary for Education, together with representatives of the Oxford City and County Branches of Nalگو.

### EXECUTIVE ABILITY NOT ENOUGH

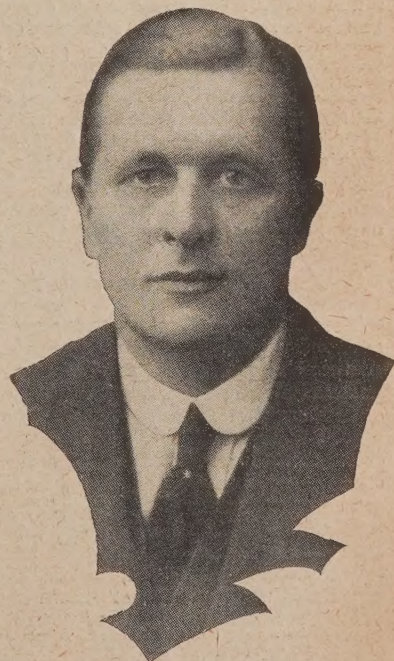
THE PRESIDENT, conveying the Association's welcome to Miss Lawrence, remarked how fitting it was that the Parliamentary Secretary should be with them on the occasion of the opening of their second Summer School. Miss Lawrence represented a department of State with which they, as local government officers, came most into contact. "We welcome her most sincerely," Mr. Lord said, "and we appreciate the interest she has displayed in our work. Her presence will stimulate us all to greater effort in the future." Mr. Lord thought it was unnecessary for him to remind the Ministry of Health of the ever-increasing burden which legislation was placing upon their shoulders. In order to discharge successfully the duties of the day the local government officer had to prove himself possessed of more than executive ability. He had to set out to know his job and the job of his brother officers. Nalگو had always endeavoured to impress upon its members the dignity of the service in which they were engaged. He was quite certain the importance of their work was to increase as time went on. It was not their business to frame the policy—the onus for that part of the work was upon the elected representatives of the people. Their task, as local government officers, was to gauge the requirements of the people and for that purpose it was essential that they should cultivate a wide vision. Such was the object of their Summer Schools. With the co-operation of the students the desired end would be achieved.

MISS SUSAN LAWRENCE assured the assembly that it was indeed a privilege to associate herself with the local government officers—the people who really did the work of administration. As their

President had remarked the work of the Summer School was of extraordinary importance. The public, generally speaking, ignored the whole question of local government, only on occasions taking fits of spasmodic interest in the trend of things. At times the attempts to stimulate attention on local government were a little unreasonable. "These interruptions are a little amateurish and somewhat disturbing to people engaged in the work of administration," Miss Lawrence declared. They, the students, had come to Oxford moved by an enlightened self-interest. "You are engaged," the speaker said, "in carrying out a dull everyday task of administration and it is inevitable that at times you will suffer from the disease which we know of as the disease of occupation. It is good, therefore, that you should meet together in this way and discuss the theory of local government."

### CHAIRS OF ADMINISTRATION

Referring to the desirability of co-operation between Universities and public administration, Miss Lawrence said the great universities of the land had long upheld the great traditions of intellect and learning; the traditions that man was not merely a producing machine, such as the bee and the ant, but that man was a member of a thinking generation. She regarded with disappointment the absence



MR. S. LORD,  
President of Nalگو.



in the universities generally of facilities for the study of public administration and local government problems. Such facilities were being granted in America and elsewhere and she hoped it would not be long before Oxford established its chairs of public administration.

Conveying to the school the best wishes of herself and of the Minister of Health, Miss Lawrence said it was no small thing that the youth—and looking round the tables she was delighted to see so large a representation of the younger officers—that the youth of the service

had been made for their problems to be studied in conjunction with the academical minds of the university.

Mr. Ross voiced the welcome of Oriol College and considerable pleasure was expressed at his announcement that a committee had already considered the establishment of chairs of administration in their colleges and had reported favourably upon the scheme. He said they had for the past twenty years had a Professor of Political Theory, but he felt that the subject had become so enlarged that it would be advisable to contend for a

would trust with the nomination for any position," the Professor said.

Dealing with the relationship of the elected representative to the officer, the speaker went on to suggest that the attitude of the latter should be one of wise parental supervision. Stressing co-ordination Professor Laski said unfortunately it was not a thing which just occurred because there happened to be a person called a town clerk. Modern requirements demanded men of all-round ability. There was no reason why a town clerk should be a lawyer in general or a solicitor in particular. The expert was often so specialised in character and important in his influence that common sense played no part in the work he was doing. "I want the expert to be on tap, but I have no desire for him to be on top," he added. The further education of local officials was urgent. University education had many and intimate defects, but it did enable the recipient to bend his, or her, mind generally to the analysis of large and intricate problems. If they developed in local government work a greater and higher standard of official and general competence and not special competence, he believed they could revivify local government giving it a new standard and a new policy which in the past would have been unthinkable. Urging upon them the necessity for a stronger trade unionism in the service, the speaker said their only guarantee was one-hundred per cent. unionism. If there was an officer who failed to join his union he was betraying his own profession and the qualities of the service. "Until you build to make your Association the bearer of the standard of quality in the service you will fail in the tasks imposed upon you." The fitness of the local authorities to bear the load of future legislation would depend entirely upon the fitness and character of the staff to play their part. He was certain that the staffs trained and constituted as at present were not fit to carry that burden. If they failed, their rights would pass into the hands of another Whitehall. The responsibility was in their own hands.



STUDENTS AND PROFESSORS FROM THE LECTURE ROOM.

were prepared to give up some part of a well-earned holiday in order to devote time to the study of, and reflection on, problems connected with so great a matter as public administration.

THE MAYOR OF OXFORD, extending to the students a cordial welcome on behalf of the city, assured them that Oxford was realising its responsibilities towards the study of public administration. In connection with the formation of their own branch of Nalgo arrangements

second professorship to deal with the subject of public administration.

MR. CHASTON thanked the speakers. The fundamental idea underlying the holding of their Summer Schools was the provision of a broader outlook for those engaged in the practical side of local government. The local authorities had, in the past, been particularly apathetic towards the local government officer and it had been left to Nalgo to step in and set the standard for the whole service.

## THEORY OF LOCAL GOVERNMENT

The work of the school began in earnest on Monday when the students assembled in the college lecture room for the inaugural address by Professor Laski. In a wide survey of the local government of their day, PROFESSOR LASKI said he thought they had reached a most critical epoch in the history of the country so far as local government was concerned. "We have reached it," he said, "without the realisation of the problems which have led us into this epoch." Neither centrally nor locally had there been shown the imaginative foresight necessary to tackle successfully present-day problems. Royal Commissions had been held, but their reports produced nothing but polite evasions, and the fact remained that

central problems had been built up upon the hypothesis that the one thing to be protected at all cost was vested interest.

In a reference to patronage in the service, Professor Laski said there still existed a ruinous volume of petty patronage fraught with danger of a really intense kind; a general tendency to nepotism of a highly dangerous kind, although the day was past, for ever he hoped, when patronage would exist as it did prior to the legislation of 1882. They were not entitled to gamble with the lives of the people in this way, and the only alternative was open competition. They had to establish it in the Civil Service and it was inevitable in local government. "There is not a man or a woman in this world whom I

Later in the day the school applied itself to the study of the prize essay submitted by Mr. C. Kent Wright, Town Clerk, Stoke Newington, in the competition instituted for the prize offered by Sir Arthur Robinson, Permanent Secretary of the Ministry of Health, who was present and presided. Mr. Kent Wright's essay entitled *The Existing Arrangements for Co-ordinating the different branches of the work of a Local Authority and what, if any, improvements could be made* was printed, in part, in the August issue of LOCAL GOVERNMENT SERVICE and is concluded on pages 239-40 of this issue.

Speaking of the competition, SIR ARTHUR ROBINSON said the work on the whole was good, but many of those entering had made the mistake of merely reciting facts instead of reflecting on the history of the subject chosen. That was a general criticism which applied to all. There was too much recital and too little real thinking.

Sir Arthur later contributed to a general discussion on the paper. Mr. Lord had suggested that the Finance Committee should be the co-ordinating committee of the Council. Finance, in Sir Arthur's opinion was part only of something infinitely larger. If the Ministry wanted information about a particular project they approached the town clerk. With this officer lay the hope of true co-ordination.

MR. L. HILL saw the necessity for a complete reconstruction of the administrative machinery so as to reduce the number of departments to a few main structural authorities, by which means they would reach co-ordination by force of practice rather than by theory. The inter-change of staff was another important factor.

MR. KENT WRIGHT, replying to a full discussion acknowledged that with the official rested the hope of true co-ordination.



## DR. ROBSON'S LECTURES

From Monday, July 27 to Wednesday, July 29, Dr. W. A. Robson was responsible for a series of lectures. In the first of these Dr. Robson discussed the place of local government in the modern world. The lecturer indicated the vast changes which had occurred in the scope and character of local government. The essential characteristic of the present age, he said, was the fundamental scepticism with which the populace regarded the various institutions around them. Age-long traditions, political, religious and family, were fast disappearing and men and women were beginning to ask themselves whether things could not be improved. In political spheres there was a tendency on the part of the modern world to forsake the old way of living and to adopt new and apparently dangerous experiments. It would be strange, in view of that world movement if local government institutions in England were to escape the challenge. The speaker mentioned the Central Electricity Board and the Electricity Commissioners, and the recent Traffic Act and the Traffic Commissioners in various areas, as providing a break in the structure and history of local government.

### CONTROL AND HABITS

In a later lecture on Monday, Dr. ROBSON focused attention upon the question of municipal control. This particular lecture dealt with the control exercised by the local authority over the conduct of citizens. The forms of control evolved in past centuries were summarised and an outline given of the important change introduced by the earlier phases of the industrial revolution. Speaking of the future, Dr. Robson anticipated that the field of control was likely to shift to personal habits. Food, clothes, ventilation and heating of private houses, and regular hours of sleep might even be among its provisions. There had been an increasing tendency to give local authorities control in the matter of morals. Whenever Parliament was in a difficulty it placed the matter into the hands of the local authorities. A recent example of this was that, when Parliament, by some pressure put upon it had to decide whether the English Sunday should be preserved from cinemas or whether they, the citizens, should be preserved from the English Sunday; it was decided in favour of local option. The older controls of citizens were undergoing a complete and rapid change and there were a large number of new ones, including both those which regulated environment and those which regulated the person. Dr. Robson cited smoke abatement and noise among the matters being controlled or needing control. Lighting was another. The necessity of town planning was shown by the way in which every beauty spot in the last few years had been desecrated or threatened with desecration. Control was needed in the matter of advertisements. He had a smouldering feeling of resentment every time he saw that Guinness was good for him, he said in a humorous aside. He knew it was not and he objected to being told it was!

Dr. ROBSON'S third lecture touched upon the question of municipal service and he based his subject upon the questions whether local authorities were satisfactorily providing the services demanded of them and whether progressive tendencies were being encouraged. After dealing at length with the question of international municipal co-operation Dr. Robson proceeded to instance successful municipal services, quoting, for example, Sheffield's printing plant. Of this, he said, "I am impressed with the experiment and the attitude of the Master Printers' Association. It indicates a remarkable change in public

opinion." The baking and distribution of bread was another service being developed by the local authorities. Dr. Salter, of Bermondsey, himself at one time in the baking trade, had, after studying the matter, said that ninety-five men could manufacture and distribute the bread from one municipal bakery for the 120,000 people in Bermondsey. At present there were sixty-two bakehouses employing 332 persons. The price of bread would be reduced by 1½d. a quarter loaf, the workers' wages would increase and there would be a forty-hour week. On the whole, he thought it would be on a much more efficient basis.

Concluding his series of lectures, Dr. Robson explored the question of local industry and local government—the relation between the two, and the effect of centralisation of business and industry on the local council.

It was good to observe how readily opportunities for discussion were taken up by the students, this being particularly noticeable in the case of Dr. Robson's talks.

## FOREIGN METHODS OF LOCAL GOVERNMENT

Comparisons between England and Ireland, America and France were made by PROFESSOR W. G. S. ADAMS in the course of his lecture to the Summer School at the opening of the second week. In England, he said, they were dealing with an old country which had very strong local loyalty and local sentiment and this was one of the factors to be borne in mind when making comparisons of local government in England with that of neighbouring countries. The French were more logical than the English in the narrower sense of the word. They had carried out thorough reforms and had systematised local government to an extent which was alien to the English way of doing things.

An interesting point was the progressive independence of local governments in America. In the American system there was a good deal to learn and much to admire—there was at the same time much to criticise and avoid. German local authorities had always had the right to do whatever they were not forbidden to do, the system in England had been nearly the opposite. As a result there had been a variety of experiment and a

flexibility which had been lacking in English systems. In his later lectures Professor Adams examined the growth of State functions and the distribution of power between central and local authorities; also the relation between statutory and voluntary agencies and the growth of the community idea.

## SOCIAL SERVICES

How the cost of English social services had increased was explained by Prof. ADAMS on Monday evening. Commenting on the growth of such services, he said that the period 1906-12 had been particularly notable. The extent of the growth could be judged by the fact that in 1906 social expenditure amounted to £35,000,000; in 1929 it was £350,000,000. Social service was now the biggest item in local expenditure, and the figures of expenditure by no means contained all the community effort which had been made.

When the country was playing so great a part in the life of the individual citizen, when so much national income was used for public service, and when it was clear that the limit had not yet been reached, it was important to see that the machine was as effective as possible, and the great growth of the social services involved much greater co-operation between the local and central authorities.

## TAXATION AND DERATING

England's example to the world in national taxation and its deficiencies in local taxation was Prof. ADAMS' subject on Tuesday morning. England, he said, had led the world in the science of taxation so far as central finance was concerned, but in local affairs it was narrow, rigid and unprogressive. It had been held down to a system of rates which had become antiquated and unequal to the needs of the time, and the system had been broken down by exemptions until it was becoming more and more inadequate for raising revenue. Foreign countries had nothing to learn from England in local taxation;





in fact, two of their ways of raising local revenue deserved serious consideration. The first was a local income-tax and the second was the taxation of land values enhanced by public works.

### BUREAUCRACY

Observations on bureaucracy were included in the series of lectures given to the school by MR. IVOR JENNINGS. Bureaucracy, this speaker asserted, was an inevitable part of modern civilisation. One need not be frightened by the sound of the word; a hundred years ago democracy itself had an ugly sound. Our ancestors feared that the few were going to be governed by the many and that all order would be at an end. To-day, people were afraid that the many were going to be governed by the few and that freedom would be lost. Actually, Mr. Jennings said "bureaucracy" described a necessary part of modern government.

Whether centrally or locally, administration had to be largely in the hands of the experts. It would be a pure bureaucracy if the officials governed altogether, but they were not allowed to do so. In the modern government the details might be carried out by experts; the general policy had to be decided by amateurs. The defect of the whole committee system was that amateurs tried to administer instead of merely outlining policy. The only solution was to limit the interference of committees and sub-committees and let them take decisions only on matters of broad policy, leaving the details to experts.

### CONTROL IN BUSINESS

The greater amount of control exercised on business in America than in this country was explained by MR. A. L. DAKYNS in a lecture on Thursday morning. In America, Mr. Dakyns pointed out, a large number of businesses were under public control on the ground that they were "public" undertakings, and the principle was recognised by law. In this country there was no legal principle to which they could appeal to make certain businesses charge certain rates. In America it was much easier to define public utility, because there was still the attitude that in an unwritten law public undertakings must charge reasonable prices and submit to control. One of the requisites of a public utility service was that the price should be fairly inelastic; the demand was not greatly lessened by a rise in price.

### VESTED INTERESTS v. PUBLIC SERVICE

The danger that in nationalised services vested interests may exercise an undue influence was suggested by Mr. Dakyns in a later lecture. Nationalised services may be a bad thing, because certain vested interests may acquire too great an influence and force the Government to give them specially favourable terms, he said. Instancing the telegraph department of the Post Office, he said that it had always been run at a loss, but some bodies, such as the Press and the railways, had been able to secure cheap rates which would never have been allowed by a private company. Cheap telegrams

for newspaper purposes had meant that the Press had been subsidised by the taxpayer to a very considerable extent. It may be said, of course, that this was a good thing, because the Press was undoubtedly a great public utility service. Vested interests may get a bargaining power in Parliament which was not in the best interests of the public.

Those among the students acquainted with Mr. J. J. Clarke's research into the theory and practice of local government welcomed the opportunity of discussing with him many of the problems identified in his writings. Mr. Clarke devoted the first of his two lectures to an examination of Public Assistance; the reasons which gave rise to the necessity for Poor Laws; subsequent enactments; Reports and Commissions and the service as we know it to-day. His second lecture concerned itself with local authority finance. An insight was given into the history of the whole question with a recapitulation of legislation affecting rating and valuation and local finance.

### OVERTIME DECISIONS

The following decisions have been reached by the Eastbourne Corporation regarding overtime among members of the staff: (1) That overtime cease after October 31 next; (2) That at the meeting of the Committee in October, the members be supplied with the names of any officials who have worked overtime from this date, the amount paid for such overtime, the hours worked, and the nature of the work; (3) That in the case of any officials who must necessarily work longer hours the Committee responsible may make recommendations as to the extra remuneration to be paid to them; and (4) That in cases where a Chief Official considers it is advisable for any member or members of his staff to undertake special work necessitating longer hours, he shall report the case to this Committee for consideration.

### INCOME-TAX CONCESSION

A concession has been made by the income-tax authorities regarding superannuation funds. Section 32 of the Finance Act, 1921, provides that exemption from income-tax shall be allowed in respect of income derived from investments of a superannuation fund.

In cases where a member withdraws his contributions from a fund, however, the Commissioners of Inland Revenue have imposed a tax on the withdrawn contributions at one-third the standard rate operative at the time of withdrawal. Representations have been made to the Inland Revenue Department to have this tax withdrawn. This has not been agreed to, but the Commissioners have made arrangements to charge on one-fourth instead of one-third the standard rate of income-tax on contributions withdrawn from April, 1931.

### BOWLS

The first of the annual Bowls matches between teams representing the Glamorgan County Officers' Association and Cardiff Municipal Officers was played on the Roath Park Green, Cardiff, on July 23, resulting in a victory for the former by 16 shots.

## SCOTTISH NEWS

WHY hold a Summer School, asked Mr. John C. Watson, K.C., Solicitor General, at the Inaugural Dinner of the first Nalگو Scottish Summer School, held recently at St. Andrews University. To his question he gave his own answer, emphasising the need among local government officers particularly of getting down to the fundamental principles of their job.

The students themselves agree that the holding of the School was a happy inspiration and since their return to "the desk's cold wood" and their daily round, considerable interest has been shown by others in what was done and said at St. Andrews. The impressions, therefore, of one of the students cannot fail to interest LOCAL GOVERNMENT SERVICE readers.—D. O. S.

### ST. ANDREWS SUMMER SCHOOL BY ONE OF THE STUDENTS

All the lectures were interesting and instructive, though the style of treatment of the subjects by the two lecturers was somewhat different, Mr. Buyers dealt more in the abstract, while Mr. J. Cunison served up concrete facts. That is a general impression. It was good to see a number of the younger members taking an active part in the discussions. Interesting speculations were made as to the future form of local levies and the pros and cons of a local income tax were debated.

The after-dinner speakers deserve our thanks for giving to us the benefits of their experience. Dr. Guy spoke on the ideals of service and emphasised the need for remembering that all local government officials, from the highest to the lowest, had been called to a high and noble service. Mr. Imrie gave a clear exposition of the benefits which have accrued to his department from the use of modern machinery and up-to-date office planning. The Under Secretary of State, Mr. Westwood, M.P., spoke of the need for courtesy and tact on the part of officers and also gave an account of the early methods of recruitment to the service.

After the lecture one morning Mr. Buyers conducted a party through the restored College Chapel, which contains the tomb of Bishop Kennedy, one of the early founders of the university. The chapel is a beautiful building both internally and externally, and many traditions are associated with it.

The prizes won in the golf and tennis competitions were presented on Friday by Mr. Westwood. Votes of thanks were passed enthusiastically to each of the lecturers, to Mr. Walls, Chairman of the Scottish Education Committee of N.A.L.G.O.; Mr. Mortimer, the D.O.S.; and the latter's able assistant, Miss Millar.

L. DEAS, Edinburgh Branch.



## HOUSE PURCHASE

EVERY member of N.A.L.G.O. is eligible to apply for a loan to enable him to purchase a house for his own occupation. Hitherto this scheme has been confined to members of the Nalگو Provident Society, but it has been decided to make it a benefit of membership of the Association as a whole. The rate of interest is 5 per cent. per annum, which is much lower than the rate of most building societies. Up to two-thirds of the present market value of a house is advanced and the repayments can be spread over a maximum period of twenty years.

### BONUS POLICY

The Michaelmas quarter-day will bring a reminder for many members that the renewal premium for insuring their homes is due for payment. It is probably the smallest annual charge a householder is called upon to pay during the course of twelve months and it is out of all comparison with the great responsibility which he ceases to bear. It would be interesting to know how many members are "penny wise and pound foolish" by carrying their own insurance. Some have a natural objection to paying a premium each year to guard against something which they feel may never happen. This is an argument which N.A.L.G.O. has disposed of by issuing the Householder's Comprehensive *Bonus Policy* and renewing it every sixth year *free of charge*, if no claim has been paid. At the outset the premium charged is much lower than that quoted by any other company, but notwithstanding this a member gets six years' insurance for five premiums.

|                     | Premium per £100 |
|---------------------|------------------|
| House .. .. .       | 1/3              |
| Contents .. .. .    | 4/3              |
| " (Fire only) .. .. | 1/8              |

The Policy covers practically every risk to which a house and its contents are exposed, including the following:—

**Building:** Damage due to fire, explosion, lightning, thunderbolt, subterranean fire; riots, strikes, civil commotion, etc.; aircraft; burglary or housebreaking. The policyholder is also indemnified against property owners' liability up to £1,000 and loss of rent up to 10 per cent. of the sum insured.

**Contents:** Very wide cover is given on the contents, including loss or damage from fire, explosion, lightning, thunderbolt, subterranean fire, earthquake; storm, flood or tempest; riots, strikes, civil commotion, etc.; aircraft; burglary, housebreaking, larceny and theft; breakage of mirrors; bursting or overflowing of water pipes; loss of rent and hotel expenses; impact with the building by road vehicles, horses, etc. A payment up to £1,000 is made if the insured is killed in a train, omnibus, tramcar or cab accident and he is indemnified against tenants' liability, employers' liability for accidents to servants and public liability.

Members are strongly urged to allow the Association to take over their insurance when their present policies expire. Prospectuses and proposal forms can be obtained from the local branch correspondents or direct from the General Secretary, 24 Abingdon Street, Westminster, S.W.1.

September 29 is the next renewal date or this is of insurance.

## PEPYS AT THE SUMMER SCHOOL

*The Editor accepts for publication these leaves from a diary as an ingenious form for the criticism of Miss Susan Lawrence and Professor Harold Laski, but he cannot believe that Samuel Pepys could have quoted Dan Chaucer.*

July 25th.

AT my office all the morning. In the afternoon to Paddington and caught the 4.45 train to Oxford for the opening of the N.A.L.G.O. Summer School. It did rain so heavily that methought it augured ill for the coming week. At Oxford I met Mr. Chaston, the deputy chairman of the Education Committee, and did agree to share a taxi-cab with him to Oriel College, where the School is to be held. But Lord! Such a crowd of people did scramble for the taxi-cabs that were in waiting that though we signalled hard we could not attract the drivers' notice and so perforce went by 'bus past Carfax to King Edward Street and thence walked to the College. By the Porter's Lodge was posted up a list of rooms allotted to the students and I had a mighty fine room in the second quadrangle—to my great content. After unpacking I came down and saw Mr. Sam Lord, our president, Mr. Hill, and various other friends, and presently did take a turn in the High before dinner. At 8 o'clock a mighty good dinner and especially I enjoyed the grilled salmon which they served us.

An excellent company. As well as the students, there came Miss Susan Lawrence, the Mayor of Oxford, the Provost of Oriel and old Dr. Phelps, the ex-Provost, who was the chairman of the Special Committee appointed by the Government with regard to Poor Law Administration. A few speeches were made after dinner but not too long, which was a good thing. Miss Lawrence did entertain the company by informing them how she liked to be heckled and further warned the officials present that they become not so engrossed in their occupations that they lose touch with the larger issues of administration. She has a pleasing manner of speech and rubs her hands together in front of her as she talks and her eyes sparkle the while with enthusiasm.

Her eyes twinkled in her heed aright,  
As doon the sterres in the frosty night.

The Mayor capped her advice by telling the students to play as hard or harder than they worked while they were in Oxford. The rain had ceased and it was a fine starry night, so I walked round the quadrangles and admired the College tortoise, whose shell is of a curious blue colour.

And so to bed.

July 26th.

UP and after breakfasting in Hall did meet my friend W. who is up examining papers for the Schools certificate and with him did walk through Magdalen round Addison's Walk and later by the Barges. A pleasant morning, with the sun shining, and an excellent discourse. In the afternoon it had been proposed to have a

river party in punts and canoes, but after luncheon the sky was clouded over again and showed no signs of brightening. As someone said—the only bit of blue was supplied by the college tortoise in the middle of the lawn. Howbeit, we walked down to Folly Bridge with umbrellas and mackintoshes, and most of the party, instead of rowing in punts, went up the river in a covered motor launch. But the rain was now falling in torrents and I deemed it wiser to stay behind in the boathouse with Mr. Lord and Mr. Chaston and while away the afternoon with pleasant and amusing talk. I told them the story which I heard of X in the Foreign Office, of the Princes in Brazil, which amused them mightily, and so all merry and pitying those poor fellows who were soaking on the river. Adjourned later to Stewarts Tea-house (which I remember as Buol's and why they changed the name, God knows!) and thence back to Oriel for dinner.

After dinner to the Cathedral where did hear a most excellent musique-meeting in connection with the Oxford Musique Festival. A string quartet played musique by Purcell and there was choral musique by John Taverner, which was pleasant beyond anything. One thing I liked not so much was the Symphony for Organ by one Leo Sowerby, a modern American composer who, methought, sought to imitate Debussy without avail. A mighty congregation attended and the Cathedral was crowded.

July 27th.

THIS day did come Professor Laski to give the opening lecture at 11 in the morning. But before then I had walked over half Oxford with Mr. Lord and seen the Turf Tavern, the Gardens of St. John's College which, more especially the rock garden, seemed more beautiful than ever, and the Cretan relics in the Ashmolean. Mr. Laski scintillated for nearly an hour, and Lord! what a provocative address he gave. Never, methought, had I heard such weighty topicks skimmed over with so light a touch and interspersed with such witty asides. (Though, in truth, I had heard him make some of his epigrams before, such as "I want experts to be on tap, but not on top.") Moreover he did quote Asquith's old saying about "the tranquil consciousness of effortless superiority" which Oxford (or Balliol) is supposed to give, and did amuse the company mightily by stating that for judges to go to a theatre is to have a sense of close proximity to sin. A keen debate thereafter, and small wonder! After which we ranged ourselves in front of the hall staircase and had our photographs taken.

(Continued on page 254)



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### EXAMINATION AWARDS

THE National Executive Council have  
awarded the prize of twelve guineas for the  
best results in the Nalgo Final Examination,  
May, 1931, to Mr. T. W. Jones, of the Bristol  
Branch of the N.A.L.G.O., a member of the  
staff of the Town Clerk of Bristol.

### COST OF LIVING

Below we give the average monthly percentage  
increase over the level of July, 1914, in the Cost  
of Living Index for the past six months: March,  
50; April, 47; May, 47; June, 45; July, 47;  
August, 45. The percentage increases in each of  
the five groups on which the Index Figure is  
based are as follows:

|                   | JUNE | JULY | AUG. |
|-------------------|------|------|------|
| Food .. ..        | 27   | 30   | 28   |
| Rent .. ..        | 54   | 54   | 54   |
| Clothing ....     | 95   | 95   | 95   |
| Fuel and Light .. | 70   | 70   | 70   |
| Other Items ..    | 75   | 75   | 75   |

## CORRESPONDENCE

### THE B. & O. FUND

To the Editor,

LOCAL GOVERNMENT SERVICE.

SIR,—*Apr*opos Mr. H. S. Newton's appeal in  
this month's Journal on behalf of the Benevolent  
and Orphan Fund, I should like to explain why  
I do not support this fund in the hope that  
Mr. Newton will correct any misapprehensions  
under which I may be labouring.

In the first place I cannot imagine any member  
denying that the B. & O. Fund is a very necessary  
institution worthy of the utmost support, but,  
unfortunately, this is not the only benevolent  
fund in existence. In the engineering department  
of the service there are two institutions to which  
one must belong and several others of which it is  
advisable to be a member in order to keep pace  
with progress. Both of the first-mentioned bodies  
have benevolent funds (and most of the others)  
and one in particular is quite as insistent for  
support as is Nalgo's fund.

It is beyond the means of the average member  
to subscribe to more than one fund, for however  
small the subscription may be, such sums with



AT CROYDE BAY CAMP

others aggregate into an appreciable annual  
charge. Thus the member is forced to determine  
to which fund he shall contribute; is it unreason-  
able to prefer that fund which gives aid to de-  
pendents of one's own profession?

It would be interesting to know how many  
different organisations, to which local govern-  
ment officers must or may belong, have bene-  
volent funds. Doubtless many of these bodies do  
not embrace exclusively local government  
officers, but certainly many of them do; I hardly  
think it is unlikely that at least a dozen organisa-  
tions are concerned solely with members of  
Nalgo.

The question is, therefore, whether any attempt  
has been made and if not, why not, to form a  
joint committee of all organisations having  
benevolent funds operating for the benefit of  
local government officers. If this were done it  
seems reasonable to suppose that the joint capital  
would provide a very respectable income.

Yours faithfully,

(Signed) V. G. PICKERING.

726 Chester Road, Stretford, Manchester.

August 10, 1931

### CROYDE BAY BUNGALOW CAMP

September Holidays.

Accommodation available from 12th September. The  
Camp closes for the season on the 3rd October.

## A STUDY IN PROPORTION

THE figures below illustrate the argu-  
ment presented in Notes of the  
Month on page 249. At December 31,  
1922, the distribution of salary rates  
amongst Local Government Officers was  
as follows:—

13.7% were receiving salaries up to  
£120 per annum.

42.1% were receiving salaries from  
£121 to £260 per annum.

23.0% were receiving salaries from  
£261 to £350 per annum.

11.2% were receiving salaries from  
£351 to £450 per annum.

10.0% were receiving salaries over  
£450 per annum.

At December 31, 1930, the percentages  
worked out as follows:—

20.66% were receiving salaries up to  
£120 per annum.

46.87% were receiving salaries from  
£121 to £260 per annum.

17.54% were receiving salaries from  
£261 to £350 per annum.

7.16% were receiving salaries from  
£351 to £450 per annum.

7.1% were receiving salaries over £450  
per annum.

From these figures, it will be seen that  
since 1922 the proportion of officers  
receiving not more than £5 per week has  
increased by 21%, and that the proportion  
of officers receiving more than that  
ordinary sum has decreased considerably.  
When the increase in the duties imposed  
by recent legislation is taken into con-  
sideration it must be admitted that Local  
Authorities have not been over-generous  
in the payment of their officers' salaries.

### PUBLIC ADMINISTRATION DIPLOMA

Leeds University at one time granted a  
diploma in public education, and recently  
(after being approached by N.A.L.G.O.  
concerning the matter) decided to grant  
a diploma in public administration. If a  
sufficient number of students apply, the  
studies will commence in October next  
and extend over two winter terms.

The syllabus comprises general econ-  
omics, constitutional law relating to local  
government, political and social science,  
central and local administration and  
public finance.

Two of the following courses must also  
be taken: Industrial and social history of  
Great Britain since 1760, constitutional  
history with special reference to local  
government statistics and the economics  
of public utility and public undertakings.

### MR. JAMES SMITH

We regret to announce the death of Mr. James  
Smith, Gas and Electricity Engineer to the  
Colwyn Bay Urban District Council. Mr. Smith,  
who was sixty years of age, was appointed  
vice-president of the Colwyn Bay Branch at the  
annual meeting in December last. His service  
with the Colwyn Bay authority commenced in  
1910 and his loyalty to the undertaking is well  
known throughout the district.



LOCAL  
GOVERNMENT  
SERVICE

Editorial and Advertisement Offices,  
3 and 4 Clement's Inn, Strand, London,  
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Telephone: Holborn 2288-2289.

Contributions on topical Local Govern-  
ment problems are invited, and will  
receive careful consideration, but the  
Editor cannot accept responsibility for the  
safety of manuscripts submitted for his  
consideration.

Authoritative local news on matters  
having more than a purely local interest  
is welcomed.

Legal and other inquiries relating to  
Local Government will be answered  
promptly.

All communications should be addressed  
to THE EDITOR.

PTEMBER 1931

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NOTES OF THE  
MONTH  
CONOMY

AT one time the newspapers had to  
rely upon the reappearance of the  
a-serpent for news in August, and after  
at the vogue for swimming the Channel  
vided a few more up-to-date para-  
aphs. It is a long time since this month  
"dead" news provided such an impor-  
tant topic as that which has engaged the  
attention of the Prime Minister and the  
conomy Committee of the Cabinet.  
aturally, therefore, it occupies a promi-  
nent position in the daily Press.

The outstanding feature of that refer-  
ence is the serious view of the situation  
and the absence of panic writing. Per-  
haps these circumstances arise from the

hint which the Prime Minister has given  
that to balance the National Budget there  
must be sacrifice all round. At the time  
of writing these notes it is too early to  
comment on the "sacrifices," for the  
simple reason that as yet we are without  
exact and complete information on the  
Government's proposals. At this stage  
we must proffer the advice of the American  
statesman: "Put your trust in God, but  
keep your powder dry."

IN WHAT DIRECTION ?

ON the other hand, there are before  
us the reports of a Committee and  
a Royal Commission, each issued just  
before the recess and it may be advisable  
to glance at the passages which refer to  
the public services of this country. The  
Report of the Committee on National  
Expenditure, over which Sir George  
May presided, undertakes the task of  
covering a prospective Budget deficiency  
next year of no less than £120,000,000.  
To that end savings are suggested  
amounting to £96,500,000. In the latter  
total is an item of £13,600,000, a saving  
which is to be obtained by the "abolition  
of the 50 per cent. minimum limit grant  
(for education), reduction of teachers'  
salaries by 20 per cent., and the grant in  
respect of teachers' salaries from 60 per  
cent. to 50 per cent., reduction of grants  
for higher education in consequence of  
20 per cent. reduction in teachers'  
salaries and increase of school fees,  
reduction of growth of education ex-  
penditure in 1932, and proportionate  
reduction in Scotland." It is suggested,  
further, that another saving to the  
Exchequer of £925,000 could be made if  
the pay of police were reduced by 12½  
per cent. less rateable deductions towards  
the cost of pension.

The Report then reviews the expendi-  
ture of Local Authorities, and continues :  
"We view with grave concern this  
rapid rise of expenditure of Local  
Authorities both on the capital and on  
the revenue side during a period of  
falling prices and small growth of the  
population. We recognise that in  
certain areas the movements of popula-  
tion have caused heavy demands on  
the Local Authorities for increased  
expenditure on municipal services and  
we do not question the necessity for the  
increased expenditure in such cases.  
We are also aware of the pressure that  
has been put upon Local Authorities  
in recent years by the Central Govern-  
ment to increase their expenditure on  
certain services. Nevertheless, taking  
the country as a whole the fact remains—  
that in the local as in the national field  
we have been piling up public bur-  
dens. We have been appointed only to  
review the national expenditure. At  
the same time we are glad to learn that  
some Local Authorities, recognising  
the seriousness of the position, have  
appointed similar committees to survey  
their own expenditure and recommend  
reductions where possible. We would

earnestly commend this policy to the  
attention of every Authority in the  
country.

"Notwithstanding the extent to which  
increased State assistance to local authori-  
ties has contributed to the present  
difficulties of the Exchequer, we have  
endeavoured throughout our search for  
economies to avoid a mere transference  
of burden from taxes to rates, realising  
full well that rates represent on the whole  
a less equitable impost than the national  
taxes. In a few cases, in order to achieve  
the object we had in view, we have  
been unable to avoid throwing some extra  
charge upon the rates, but such charges  
should be trivial in any but the wealthier  
areas and we do not doubt that if  
Local Authorities undertake a careful  
review of their expenditure suggested  
above the net result will be a sub-  
stantial relief to the ratepayer with  
beneficial reactions in the national  
exchequer."

THE LOCAL BASIS

THE principal recommendations in  
the Report of the Royal Commission  
on the Civil Service are dealt with in  
another part of this issue and, although  
they have been regarded as unsatis-  
factory by one or two Civil Service  
organisations, there is some comfort in  
the absence of any recommendations for  
general reductions. On the contrary, the  
Report states: "After weighing the  
evidence we are satisfied that the present  
general standard of remuneration of Civil  
Servants is reasonable in the light of the  
wage levels now prevailing and calls for  
no substantial revision." This Report  
should have the effect of damping down  
any loose talk about the salaries of Civil  
Servants being too high.

The same result would accrue from an  
impartial review of the work and salaries  
paid in Local Government. It is not  
generally realised that Local Government  
officers are not paid on a national or  
uniform basis. Each Authority decides  
its own rates of remuneration, and in  
doing so often takes into consideration  
conditions in local industry, for example.  
During the last decade, many changes  
have taken place; and consequently new  
appointments have been made at salaries  
adjusted to the changed economic position.  
Nor is it uncommon to hear of Local  
Authorities which have deferred the giving  
of increments which, under normal con-  
ditions, would have been granted without  
demur. That has happened, notwithstand-  
ing recognition of the fact that higher  
duties and larger responsibilities have  
been placed upon the officers. Figures in  
illustration of this point of view will be  
found on page 248 in the third column.

HOLIDAY HOME IN THE NORTH

In view of the success which has attended the  
Croyde Bay Holiday Camp, a proposal is being  
put forward at the next meeting of the North-  
eastern District Committee urging the National  
Executive Council to consider the provision of a  
similar home on the north-east coast, either at  
Scarborough or Whitby.



# MANCHESTER AND ITS EXPENDITURE

## ECONOMY METHODS AND FINANCIAL STABILITY

At the request of several correspondents we reprint the following leading article which appeared in the *Municipal Journal* for July 24, 1931.—Ed., L.G.S.

THE report of the Special Committee on Expenditure, laid before the Manchester City Council on Wednesday\*, is of more than local importance. Seven members of the Council were appointed to report upon the work of the departments and certain proposals in respect of work to be undertaken during the next five years. In its planning that programme was incidental to the policy that the rate should be stable over an extended period, a factor in the financial scheme which gains in popularity with the continuance of trade depression in this country. By the series of resolutions which the Corporation approved on Wednesday, that step is extended. Definite allegiance to a public policy of the utmost moment was then declared. The principles on which that policy is based must be canvassed, if for no other reason than the fact that a final report of the Special Committee is to come, and that its next recommendations are to embrace the work of the Education, Public Assistance and Public Health Committees, and beyond that broad field, the salaries and wages of the officers and servants in the Corporation's employ. The success which attended the Manchester report will be cited elsewhere. There is danger in that course.

### DEFERRED SCHEMES

The Committee's recommendations embrace the suspension, for several years, of schemes for the extension of the Town Hall, swimming baths, wash-houses, libraries, road improvements, drainage and sewer works and recreation grounds. The view that the estimated expenditure on the Town Hall should not be commenced until 1934-5 is due, in fact, to the Government's decision that grants shall no longer be available for work of that kind. It is difficult to follow the statements of the Unemployment Grants Committee on that question. With the Committee's suggestion that the city has borne a heavy share of the expense which legislation has imposed in the last few years, and in connection with the relief of unemployment, there will be general agreement. Indeed, in many respects the report might be construed as the inevitable outcome of the unpolitic doctrine that local authorities can be vested with the task of reducing unemployment by the provision of exceptional work. That policy was bound to come to grief. The action of the Manchester

Corporation confirms the view that the proper agent for economic reconstruction is the central authority itself, and not the organs that are formed for administrative purposes only. But until that doctrine gains more general acceptance local authorities cannot escape responsibility.

### DISCREPANCY OF METHOD

Meanwhile, the Manchester Corporation embarks upon its campaign for reduced expenditure. Little exception can be taken to the view that the purchase of stationery and printing should be centralised, nor that the Street Lighting Department could, with advantage, be placed under a single officer with undivided authority. It is hard to believe that the Lighting Committee, as it is now composed, could ever have been the Council's considered creation. Five representatives of the Gas Committee, five of the Electricity Committee, and five other members of the Corporation constitute its membership, with the result, according to the report, that the Corporation is charged 2s. 6d. per thousand cubic feet by the Manchester Gas Committee, while at Birmingham the municipal undertaking charges 1s. 1d., and the Sheffield Gas Company supplies the Sheffield Corporation at 1s. By way of adding to a circumstance which seems to call for explanation, the Gas Committee recently "improved the standard of lighting without the knowledge of the Lighting Committee." The organisation of street lighting in Manchester and the apathetic attitude adopted by the Cleansing Committee towards the introduction of modern vehicles do not offer much encouragement to the claim that public control is superior to private enterprise.

### PROMOTING TRADE

On issues of that character—and the report raises several—there will be small difference of opinion, but the principles on which the recommendations are based lie deeper. The fundamental motive is the idea that if the Manchester Corporation spends less money, the trade of that city is bound to improve. The Special Committee begs that proposition with all the argumentative trappings of loose thinking. Every plea for sound and economic expenditure must be supported, but the claim that by spending less the Corporation promotes the trade of Manchester is a doctrine that calls for proof, and that the Committee certainly does not provide.

We are told, for instance, that the rateable value of Manchester tends to decline, that many properties are empty, that the collection of the rate becomes more difficult, and that since industrial and freight transport hereditaments are now rated at one-fourth of their former value, new properties of that class, uncovered by the Government grant, will represent a definite loss to the city. Every phase of that statement can be admitted, and yet a case is not made out for the discontinuance of public improvements on the scale that has been contemplated. Unhappily, the true relation between public and private expenditure has not received the attention

it requires because of its importance in the social and business organisation.

### CONFUSED DEVICES

By far the larger part of the money disbursed by the Corporation is spent in Manchester and its vicinity. The amount which the City Council ceased to spend would forthwith have to be transferred to the expenditure of the citizens on their private account; otherwise "savings" must become a cause for the contraction of local purchasing power. Either the citizens must spend as much as the Corporation formerly spent, in which case the total trade remains as before, or the Special Committee's recommendations are nugatory; or the citizens spend less. In the event trade is still further depressed. Should it be assumed, as an alternative, that the manufacturers and warehousemen of Manchester will take the sum they no longer pay in rates, and use it to reduce their costs of production for the world market, a retort comes quickly where there is an acquaintance with fact. Though the cost of production were diminished—and that is a grant more than is warranted—where could the goods be sold in the present condition of international trade?

### AN ALARMING POLICY

In the Manchester policy there is more alarm than courage. To suppose that by reducing purchasing power a Corporation can save on Public Assistance expenditure is mythical. On the contrary that expenditure must increase. Not by such confused devices as the Special Committee recommends will a sound relation between public and private finance be established. The report shows that Manchester is still the home of an archaic form of individualism. In economic thought its leading citizens cling to the outworn fallacy that whatever may be good for one is necessarily good for the many. As the restriction of private expenditure and saving is advantageous because it establishes an individual claim to share in the outcome of another's labour, it is assumed that the same rule applies with equal force and benefit to a congregation. So long as the supply of necessary capital does not fail, the interests of the community, as a whole, are best served by expenditure at a level that meets every sensible demand.

Since, in its next report, the Special Committee considers in what direction the cost of Education can be diminished it would not be inappropriate if its recommendations were prefaced by a reasoned statement on the economic consequences of public and private spending respectively. Then we should get away from mere accountancy and finance—mechanical conception by which, unfortunately, the work of public authorities is too much determined.

### PENSIONS ON BONUS

Certain pensions payable to Local Government Officers under the Local Government and other Officers' Superannuation Act, 1928, are subject to variation according to the cost-of-living figure. The following reply, dated July 21, 1931, has been received from the Minister of Health to an inquiry as to the figure operative for the quarter, commencing July 1, 1931.

I am directed by the Minister of Health to refer to your letter of the 25th instant relating to superannuation allowances under the Local Government and other Officers' Superannuation Act, 1928, which are subject to variation in accordance with the first proviso to Section 1 of the Act, and in reply to state that the Minister has been informed by the Treasury that the average cost-of-living figure appropriate to the quarter commencing the 1st July, 1931, is 50.

\*Wednesday, July 22, 1931



# CIVIL SERVICE REFORM

## ROYAL COMMISSION ON PAY AND PROMOTION

Its recently issued report (price 3s. 6d.) the Royal Commission on Civil Service presents a number of recommendations regarding organisation, grading, recruitment, pay, promotion, bonus, and treasury control. Attention is also given to conditions relating to the employment of women. These are matters which the Commission was appointed to consider, and the Commission has been seen in a number of proposed changes. In other directions the Commission has been seen in a number of proposed changes. In other directions the Commission has been seen in a number of proposed changes.

Some details, but not in principle is alteration in the classes that were re-formed on the basis of the recommendations of the Reorganisation Committee (1922). Here the work falls into fourfold division—writing assistant, clerical, executive and administrative classes, each class being suitable allocated duties.

A standard type of departmental clerical class not approved, the preference of the Commission being to variations that would suit the varied character of the work. Uniformity in organisation and grading cannot be carried any further in the service at present, continues the report, and the fixing of a common scale for the bottom grades of the general and departmental clerical classes is impracticable because such a fixed rate would be too high in regard to the quality of the work performed in some Departments and too low in regard to the quality elsewhere.

While holding that it would be against public interest to reserve clerical posts in Departments generally to ex-regulars of the Navy, Army, or Air Force, the report agrees with certain proposals for the departments which would have the effect of reserving for ex-regulars 3,000 clerical posts in the War Office and in out-stations in this country and 700 similar posts in Air Ministry out-stations.

### MAIN SPECIALIST CLASSES

Concerning specialist classes, the Institution of Professional Civil Servants asked for right of access to responsible authorities, but the Commission does not agree with the proposed method of attaining the object. In most of the high administrative posts the Commission thinks it probable that there should be officers with administrative rather than specialist experience. The question of whether there should be a larger measure of standardisation of the grading and salaries of the main specialist classes is viewed as a practical question rather than one of principle.

The time seemed to be come for reviewing the question whether the Post Office was not framed too much on lines appropriate to departments generally.

Touching recruitment the Commission regards examinations and age limits for the re-organisation classes and for classes such as the inspectorate as appropriate, but prefers some change in the arrangements regarding age limits. Existing practice for recruiting specialists is regarded as satisfactory. Generally the promotion system is approved.

Next, the Report declares that in filling the higher posts in the Service it is clear that merit should be the only consideration. In filling posts the middle ranges of the Service merit should be the determining factor. In the lower ranges seniority and length of service will necessarily carry weight. In practice, seniority still plays an important part in promotion in these ranges.

Evidence heard by the Commission did not support the view that there has been a lowering of the standard of remuneration of Civil servants compared with that obtaining in the community generally. The claim for a minimum weekly wage of 70s. is rejected. The Commissioners say that they are satisfied that the present

general standard of remuneration of Civil servants is reasonable in the light of the wage levels now prevailing.

The following conclusions relate to the bonus system: (1) Remuneration of Civil Servants should cease to be varied automatically in accordance with changes in the cost-of-living figure; (2) the practice should be abandoned of attempting periodic comprehensive reviews of the remuneration of all non-industrial Civil Servants on the basis of a single formula. The majority of the Commissioners recommended that cost-of-living bonus should forthwith be consolidated with basic salary. The recent fall in bonus has resulted in reductions which are felt most by adult Civil Servants with remuneration, inclusive of bonus, not exceeding 70s. a week. Consolidation and future scales should be dealt with separately. New entrants and existing staff should be paid as follows:—

Administrative.—Assistant principal, £275-

### NOTICE TO CORRESPONDENTS

Organising and Branch Secretaries are requested to send "copy" to reach the Editor by September 18 for the October issue.

News of events which take place later—up to September 19—can be inserted if correspondents will send an intimation to the Editor beforehand.

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Executive.—Executive officer, £140-£18-£500; higher executive officer, £500-£18-£625; superintending executive officer (basic scale, £550-£700), £675-£25-£850; officers on basic scale, £750-£850, £900-£30-£1,025; officers on basic scale, £850-£1,000, £1,025-£30-£1,200.

General clerical.—Junior clerical officer, £80-£10-£100-£18-£190; overlapping grade, £225, £18-£375; higher clerical officer, £375-£18-£500.

Writing assistant.—27s.-3s.-54s.-1s. 6d.-70s.

Shorthand typist.—35s.-5s.-55s.-3s.-70s.

Typist.—28s.-3s.-55s.

The Commission does not, however, regard it as practicable to recommend an immediate increase in the salaries above £500 basic.

Approval is given to employment of women wherever that would best serve State interests. The best course would be "a fair field and no favour," but this rule must be subject to modification. Some difference of opinion existed among the members concerning the operation of the marriage bar.

Some adjustments of superannuation benefits are recommended to provide for contingencies and to improve the working of the scheme. A contributory scheme is regarded as preferable to a non-contributing one, and several schemes, in outline, are recommended.

### TENNIS

#### SHEFFIELD V. E. RIDING

The final round of the Yorkshire District Tennis Competition, between Sheffield and East Riding Branches, was played at Rowntree Park, York, on Saturday, July 18, Sheffield winning by five sets to one. After the match, the Challenge Cup was presented to the Sheffield Captain, Mr. Lee, by Mr. Councillor A. E. Watson, of York, Chairman of the Parks Committee. Mr. Cooper, Chairman of the Yorkshire District Sports Committee, on behalf of the Association, expressed his thanks to Mr. Councillor Watson. Alderman C. W. Shipley and Mr. W. J. Trapps, chairman of the York Branch, were also present.

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| 30                  | 4 5 5                 | 2 13 9             | 1 18 4             |
| 35                  | 4 5 10                | 2 13 9             | 1 19 2             |
| 40                  | 4 6 8                 | 2 14 2             | 2 1 3              |
| 45                  | 4 7 11                | 2 16 3             | 2 2 6              |
| 50                  | 4 9 7                 | 2 18 9             | 2 5 10             |

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# BRANCH & DISTRICT NEWS

## BOLTON

For the second year in succession officers in the Gas Department, Bolton, have secured the Bowling Cup in competition with other departments. The cup was presented for the purpose of the competition in 1927 by Messrs. Hickson and Keighley, quondam hon. secs., on their retirement from office. The photograph of the winning team appears on this page. The members are: Left to right, back row, F. C. Wright, W. Foag, W. Hutton, G. Bagshaw and E. Edmondson. Front row: J. Whittle, G. H. Richards (Captain) and T. Beddows.

## NELSON

Upon representations of the local branch, the Nelson Council have agreed to stabilise the salaries of all officers at Nelson whose remuneration is subject to bonus fluctuations on the Civil Service Scales in accordance with the schemes of the Lancashire and Cheshire Provincial Whitley Council.

## HORSHAM

Some twenty members of the Horsham Branch entered a tournament on the Putting Green at the Horsham Park on August 4, and spent a most enjoyable evening. Mr. T. Broderick won the first prize, defeating Mr. G. Etheridge in the final by one stroke. A team representing the branch met Roffey on the cricket field on August 5, but the latter proved too strong, Nalco being easily defeated. A cricket match with the local Banks has been arranged.

## LANARKSHIRE

A summons has now been served on the County Council in respect of the recent "cut" dispute. Answers are not due until the end of September and the case, which is to come before Lord Fleming, will probably not be heard until November. Meantime comment on the case must be reserved.

## SOLUTIONS

### AUGUST CROSSWORD PUZZLE No. 7.

Across.—1. Beagle (eagle). 5. Osiris (iris). 9. Enact. 10. Bemoan (be-M.O.-an). 11. Taster. 12. Piker. 14. Laud. 17. Set. 18. Time. 20. Euret, (greet, (r)egret). 22. Hymen. 23. Pointer. 24. Sepoy. 26. Moles (animals and breakwaters). 29. Peat. 30. Elm (Witch-elm). 32. Last. 33. Arson. 35. Needle. 36. Pencil. 37. Acres (cares). 38. Extort. 39. Storey (St-ore-y).  
Down.—1. Bubble. 2. Armour (our arm). 3. Leap. 4. Ennis. 5. Octet. 6. Star. 7. Retrim. 8. Screen. 13. Kennels. 15. Agree. 16. Depot. 18. Tyrol. 19. Medes. 21. Toy. 22. Hem. 24. Sponge. 25. Patent. 27. Lancer. 28. Stalky (Stork-y). 30. Erect. 31. Mopes. 33. Alar.

## FLINTSHIRE

An appeal to the Minister against the decision of the Flintshire C.C. awarding certain compensation for loss of fees received by an officer as Returning Officer has been decided by the Minister in favour of the officer.

## PERTH

We would draw the attention of members to the annual Sports Day which this year is to be held at Perth on Saturday, September 12. The Perth Branch is doing all in its power to make the day a success. Record attendance and entries are anticipated. There will be, as usual, golf, tennis and bowling contests. The Station Hotel will be the venue and after the distribution of prizes there will be dancing. Those intending to be present should communicate as early as possible with their branch secretary or with the sports secretary, Mr. S. H. Brodie, City Assessor's Department, City Chambers, Glasgow.



BOLTON GAS DEPT. BOWLERS

## SUFFOLK

On a recent Saturday the Cambridge County and Borough Branches were the guests of the East and West Suffolk Branches, at a social gathering on the Victory Ground, Bury St. Edmunds, over 200 members and friends assembling. Suffolk beat Cambridge at cricket and the tennis match was won by the Cambridge Branches while bowls drives also proved an attraction.

## WEST CORNWALL

At a meeting at St. Ives, Cornwall, it was decided to reorganise the West Cornwall Branch. Mr. Thomas, the Nalco D.O.S., gave a resume of the activities and the advantages of association with Nalco, both to local government officers and the Councils for which they served. With a proposed review of county districts and the adjusting of duties for various officers, the ever-present suggestion for the adoption of superannuation schemes by local authorities and other cogent matters, it behoved local government officials to act unitedly here.

The following officers were appointed:—chairman, Mr. H. G. Whale (Penzance B.C.); committee, Mr. Moyle (Helston B.C.), Taphouse (Camborne U.D.C.); hon. treasurer, Mr. C. S. Prynne (St. Ives B.C.) and hon. secretary, Mr. L. C. St. Leger Yeend (Paul U.D.C.).

Meetings will take place in various parts of West Cornwall in order that true representation may be effected on matters of policy and administration.

## WIDNES

Mr. P. T. Grove, Town Clerk of Widnes, who has been appointed Town Clerk of Margate, will take up his duties there about October. Mr. Grove is president of the Widnes Branch of the National Association of Local Government Officers.

## FINANCE DISTINCTION

As a result of the recent examinations of the Faculty of Commerce and Administration in the Victoria University of Manchester, three members of the staff of Mr. John E. Bray, Ex-president of the Institute of Municipal Treasurers and Accountants and City Treasurer (Messrs. J. Halstead, R. Webb and A. C. Underwood) have been admitted to the degree of B.A.(Admin.), and one (Mr. T. M. Clift) to the degree of B.A.(Com.).

## ANNUAL REPORTS

A number of copies of the Annual Report, corresponding to the members on the Association's Membership Register at the end of April last, have been sent to the branches to the same addresses as used in connection with the distribution of the monthly journals. Members are urged to peruse their copies as the Report deals with the various activities of the Association in detail and includes financial statements, together with a tabulation setting out the "vital statistics" relating to the branches in district order.

Any member who has not received a copy should inquire of the officer from whom he receives his copy of the official Journal.

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# OFFICERS' QUALIFICATIONS

## EXAMINATIONS AND THE CONSTRUCTIVE IDEA

HERE has been considerable discussion about tests for Local Government officials and luckily quite a lot of it "hot air." But the facts must be faced.

Many professional societies have closed their ranks to new entrants except those who pass their examinations. There are university degrees and diplomas in a more exalted sphere, and so entrenched is the examinations barrier that it is now almost commonplace to hear it remarked that examinations must continue until a more suitable method of assessing the progress of a person's studies has been found.

In the Local Government Service there are professional qualifications available to officers in practically every department, and those who wish to progress in the service should make it their business to qualify in this way. Professional rank, of course, can only be obtained after suitable study, and after passing the appropriate examinations. The rewards which come as a result are counted not only in increased status and growing responsibility assigned to the officer but they bring many benefits which are not usually reckoned in the balance sheet. There is pride in the performance of more difficult work; in realising that one is capable of leaving routine work to junior officials; and in being able to take some part in the development of the Local Government system of the area.

### SIXTY-FIVE THOUSAND!

Consider for a moment: There are almost sixty-five thousand members of the N.A.L.G.O. Suppose that in each working year each member contributed one constructive idea to Local Government—that would give nearly sixty-five thousand constructive ideas in twelve months. There are, however, several thousand officers who are not long-sighted enough to be members of the association, so this total of sixty-five thousand ideas is a low estimate. This proposition is stated merely to show the enormous value which a properly trained staff of Local Government officials can have once it is realised that it is in the power of each member to contribute something to the general happiness and good construction of society. Obviously, these contributions cannot be made by officers who do not understand the framework of the system which they are administering, and the interrelation of the component parts with the problems which beset future advances. This is the field in which study and research are likely to bring results of most lasting value.

It has already been shown that in the Local Government Service there is a complicated machinery of examinations

for the professional type of officer, but it is a lamentable fact that with one or two exceptions and notably the N.A.L.G.O., no organisation has set up an examinations scheme for the clerical and administrative officers. It is proposed in this article to give a few details about these examinations, but full information can be obtained from the General Secretary of the Association.

### EXAMINATIONS

The N.A.L.G.O. examinations scheme (established as long ago as 1911) is designed for the officers who do not wish, or for some reason cannot prepare for the professional examinations suitable for their department. The N.A.L.G.O. examinations consist of Preliminary, Intermediate and Final grades. The Preliminary is a test of general education and from it applicants under twenty-one years of age who have a School Leaving Certificate or its equivalent can obtain exemption. Applications are considered from officers over twenty-one years of age who have not attained this standard, but who wish to proceed to the Intermediate and Final Examinations. In the Intermediate Examination there are five compulsory subjects—the first is "Office Practice", dealing with general matters common to all departments. The second is "Elements of Statistics"; this subject is included in the syllabus so that officials shall be trained in the collection and use of statistical data. Every officer knows what an important part statistical information plays in the system and development of a Local Authority, and it will readily be seen how necessary this subject is. The third and fourth sections of the Intermediate Examination deal with the outlines of Local Government administration. The functions and machinery of the central government departments are studied, followed by the general structure of local administration. There are, of course, modern difficulties such as the growth of transport systems, the shifting of industries, the re-arrangement of areas, and similar problems which keep the necessity for reorganising our system of government continually in our minds. The fifth subject in the Intermediate Examination deals with the "Elements of Economics." In his work the student, pursuing his studies in an endeavour to add to human welfare, will be given modern theories on subjects which go to the root of the organisation of society such as production, labour, capital, wages, the money market, taxes and so on, which require to be treated in a spirit of critical inquiry, without accepting present-day institutions and organisation as ideal or even satisfactory. It will be seen that in the Intermediate Examination subjects are broad and cultural and a knowledge

of these matters is essential for every officer who wishes to deal with his work in an enlightened fashion.

In the Final Examination there are three compulsory subjects and two optional subjects which may be selected from a long list designed to suit the needs of officers in every department. A choice can thus be made of subjects with which the student deals in his ordinary duties. The compulsory subjects are "Municipal Organisation (including Office Management and the Conduct of Meetings)," the "Elements of the Law of Contract and Tort," and the "Elements of the Law of Master and Servant." Comment is unnecessary on the desirability of the first. Almost every department has in its employ a number of workmen and other servants, hence it is necessary for officers to understand the law relating to the engagement and employment of workmen, the general principles of employers' liability, the Factory Acts, National Insurance, and other matters relating to their service conditions. In dealing with the "Law of Contract and Tort" here again the main principles are studied in their relation to the formation of everyday contracts or to rights of action which arise otherwise than from breach of contract, e.g., trespass, nuisance, negligence, libel, slander, assault, and so on.

### OPTIONAL SUBJECTS

The N.A.L.G.O. has kept in mind in forming the Examinations Syllabus, that these examinations must be useful to officers in all departments, and the cosmopolitan (if such a word may be used) character of the syllabus is demonstrated when the optional subjects for the Final Examination are considered. There are subjects which appeal to officers, *inter alia*, in Town Clerks' Departments, in Education and Public Health Departments, in the Technical Engineers' or Surveyors' Departments, and the Cemetery and Public Assistance Departments. The latter is worthy of special comment, as now that so many Public Assistance Officers have been transferred to the staffs of County Councils and County Borough Councils, the N.A.L.G.O. has considered it necessary to make provision for these members. Two optional subjects dealing with Public Assistance work have been added to the syllabus.

These examinations are held in January and May each year and centres are arranged in various parts of the country so as to minimise as much as possible the amount of travelling candidates have to undertake.

A word on the recognition of these examinations. Many Local Authorities have agreed to grant special increments of salary to those who pass the N.A.L.G.O. Examinations; other authorities regard promotion within the service as sufficient recognition. But whatever is done at the present time, it is quite certain that the recognition of these examinations by Local Authorities will increase as years go on.

The N.A.L.G.O. has realised that it is useless to establish a system of examinations and leave students, who wish to prepare for them, to fight their way unaided amongst the volume of information which is available. It is a rare

(Continued on page 254)



## READERS' NOTES

By JACOB TONSON

**D**ID I in these notes place the books in order of merit, preference would this month be given to the *Snow Man* (Cape, 10s. 6d.), by M. Waldron. It seems incredible that men could live through the hazardous journey undertaken in 1924-5 by John Hornby and Captain Bullock across "The Barrens" from Edmonton to the trading post of the Hudson Bay Co. at Revillon Frères. It is likewise almost incredible that so experienced a traveller as Hornby should have launched upon the journey with so little preparation and risked the awful winter in so ill-prepared a house as a mere cutting in a sandy hill covered with a sail and scrub. It was not uncommon if the stove fire had gone out in the morning to find their beards frozen to the wool in their sleeping-bags. They lived from hand to mouth on caribou and spent their time trapping. One can admire Hornby's never-ending optimism. Food was difficult to obtain, and on one occasion, after a long fast, they gorged themselves on fresh meat. Bullock said: "Hornby, I have got stomach ache." "Well," said Hornby, "don't boast about it; you're not the only one." To the surprised inquiry of the outpost at Revillon, "Where have you come from?" Hornby replied, "Oh, from Edmonton," as if it had been but an afternoon's stroll. When they reached safety and suffered the discomfort of a Christian bed, Hornby's first endeavour was to persuade his companion to go again; but Bullock declined to join the later trip, which cost Hornby and his two young companions their lives. Hornby had the wanderlust; he died as he would have wished. His life dream was to "be alone, with Nature at her bleakest; to roam with the wind, and be as free; to seek hardship as other men seek comfort, and for the same reason."

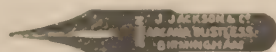
C. S. Forester's *Two-and-Twenty* (Bodley Head, 7s. 6d.) is of the holiday type, reviewed in last month's notes. A novel of youth and love. An orphan youth who, after a successful first year as a medical student, succumbs to the urge to write poetry and achieves success. His early struggles with poverty are recounted culminating in the need to fight a boxing match for a small fee. Success here is achieved at the expense of a broken bone. Love at first sight with the hospital masseuse follows. Who will blame him that after reading *The Testament of Beauty*, and, realising the weakness of his own poetic efforts, he abandons the career of poet and returns to medicine? The writing is cheery and there is almost total absence of sex psychology.

Salzman's *English Trade in the Middle Ages* (Oxford Press, 12s. 6d.) is a particularly interesting study of mediæval commercial life. The account of the tools and centres of trade, and the distribution of wares, particularly the chapter concerning their distribution by land, is excellently written. The picture outlined proves that we have not altered very much in our methods. We still have with us the pedlar who, like Autolycus, "snapper-up of unconsidered trifles," will appropriate any article which is handy if unguarded. There is with us yet the dealer who, like the sixteenth-century fish merchant, sold to the fishmonger "herrings, which proved, on the barrels being unpacked, to be so bad that when he gave them away in cheap generosity to the poor they asked if he wanted to poison them and 'dy'd cast them at his head agayne.'" I am not sure that "cheap generosity to the poor" is unknown among ourselves. The book will repay study; the bibliographical references to authorities are numerous, but not obtrusive.

The publication of lengthy novels continues apace; at least, they have the merit of being value for money in bulk, and it would not be easy to name one not worth the time taken in reading. At 8s. 6d., or even 10s. 6d., they have infinitely more satisfaction per shilling's worth than the average 7s. 6d. novel. Two I have before me. Clemence Dane's *Broome Stages* (Heinemann, 8s. 6d.) is a rather laborious but interesting account of the Broome family for several generations. From the time that the boy Richard Broome in the early part of the eighteenth century fell through the roof of the old barn where "A Company of Comedians from the Theatres of London" were rehearsing and became one of them, to present-day theatre management, the fortunes (and misfortunes) of the family are related. "Stages" in the title has a double meaning. The second book, Naomi Mitchison's *The Corn King and the Spring Queen* (Cape, 10s. 6d.), pictures Scythian and Spartan life between the years 228 and 187 B.C. Partly historical and partly fictitious, the book is well worth reading. Readers of her former book, *Cloud Cuckoo Land*, will agree that Miss Mitchison is steeped in the history and life of the period.

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## PEPYS AT THE SUMMER SCHOOL

(Continued from page 253)

My wife stayed behind at home this week end and to console her methinks I shall have to buy her one of those new Robin Hood hats which are now all the fashion, and which the wretch has long been coveting.

## OFFICERS' QUALIFICATIONS

(Continued from page 253)

phenomenon to find an officer who is sufficiently gifted and has suitable resources to prepare himself for examinations without some guidance. The N.A.L.G.O. has, therefore, established courses of correspondence tuition at a reasonable fee, available from the Headquarters at the Association, at No. 14 Abingdon Street, Westminster, S.W. 1. Further, it has commenced a campaign to persuade teaching institutions in various parts of the country to provide courses of instruction for the examinations.

University institutions are becoming more interested in study and research connected with Local Government in Great Britain and abroad. It is hoped that before very long there will be much more provision for the preparation of officials for the professional examinations, and what is perhaps more important, for the study of Local Government unconnected with examinations, to which Local Government officials, university research workers, members of councils, members of voluntary organisations, and free-lance thinkers, will contribute.

## MOVEMENTS OF MEMBERS\*

A. W. Butlin, formerly of Wilts C.C., has been appointed by the Stafford C.C. as Inspector of weights and Measures.

T. A. Moss, a member of the Exeter Branch, goes to Preston as Senior Accountant, Borough Treasurer's Department.

R. P. Wheeler, Nelson and District Branch, has been appointed Comm. Clerk at Weston-Super-Mare.

G. Chaplin, Bedford, in June last, for Brighton, as Master of Institution.

A. E. Ball, Windsor, becomes Chief Financial Officer, Ashton-in-Makerfield.

Staines U.D.C. have appointed A. Hawley of Windsor, as Surveyor's Assistant.

E. C. Mercer, of Aylesbury, has been appointed Inspector in Charge, Southern Division of Wiltshire.

Mr. C. Lister, Batley, has been appointed Ledger Clerk under the Middleton T.C.

Mr. L. Rowley, a member of the Walthamstow and Thurnscoe Branch, has been selected Assistant Sanitary Inspector under the Doncaster Corporation.

Mr. C. R. Theobald, Doncaster, goes to the Boston Boro' Council as Architectural Assistant.

Mr. R. J. Pitcher recently left Hammersmith for Winchester City, where he had been appointed Deputy City Treasurer. Mr. Pitcher, who had previous experience in the City Accountant's Department, Norwich, is an Honorary member of the Institute of Municipal Treasurers and Accountants, having obtained Second Place and the "Golden Whorl" Essay Prize in the Final Examination in 1928.

\*Other Movements of Members held over owing to pressure of space.





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INSTITUTE OF MUNICIPAL TREASURERS AND ACCOUNTANTS.  
INSTITUTION OF CIVIL ENGINEERS.  
INSTITUTION OF MUNICIPAL AND COUNTY ENGINEERS.  
MATRICULATION.  
NATIONAL ASSOCIATION OF LOCAL GOVERNMENT OFFICERS.  
POOR LAW EXAMINATIONS BOARD (RELIEVING OFFICERS' EXAMINATION (OR INSTITUTION OFFICERS' EXAMINATION)).  
POOR LAW DIPLOMA OF SCOTLAND.  
ROYAL SANITARY INSTITUTE (INSPECTORS OF MEAT AND OTHER FOODS).  
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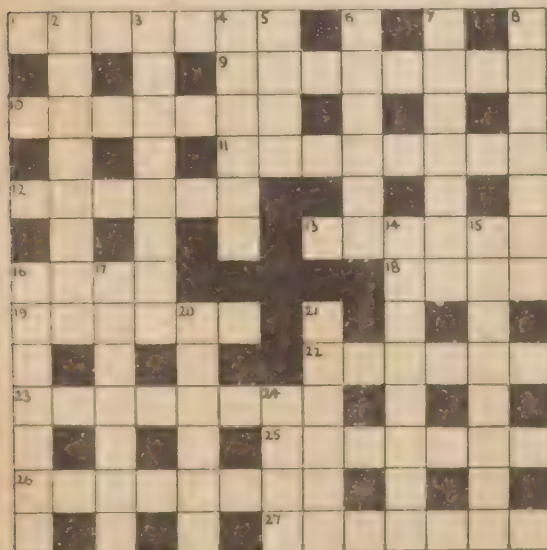
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### OUR CROSS-WORD PUZZLE.

No. 8.



#### CLUES ACROSS

1. False accusation.
10. Hook M'am? (anag.)
12. A substance which is sweet.
13. Introductions.
16. This cap is a bone.
18. Child who may become titled.
22. A life-giving liquor. [white.]
23. In this flower my coat is blue, pink or [white.]
27. Savories.

#### CLUES DOWN

2. Native of Nova Scotia.
3. A frame of wood.
4. A publisher abroad.
5. Constrains while doing a favour.
6. Weapon (two words).
7. I get no dole from this apparition.
8. The gentleman has got into a river at [white.]
9. "Beware of the — of March."

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# GARDENING NOTES

By WALTER P. WRIGHT

Author of *Everyman's Encyclopaedia of Gardening, Scientific and Practical Gardening, etc.*

SEPTEMBER brings us to a stage in gardening which sees the culmination and even decline of summer beauty. The early part of the month is lapped by the holiday season, the later brings near the end of Summer Time. All things conspire, therefore, to cause a hiatus, and the great majority of amateurs prepare to go into "winter quarters" about the end of the month. These notes, consequently, form my closing contribution of the season. A feature of the summer, taking it as a whole, was the stormy weather at week-ends, which must have affected amateurs adversely, because week-ends generally provide most leisure for work in the garden. There was some compensation, however, in the stimulating effects of the heavy summer rains, which certainly benefited new lawns, and crops and plants in light soils.

Mention of lawns suggests a reminder that if grass seed is to be sown this autumn it should be put in during September. A September sowing of about 1½ lb. per square rod rarely fails if the soil is well prepared and birds are kept at bay; an October sowing is preferable whatever the precautions.

Young hedges have done well, and as the time is near for fresh planting it is appropriate to mention *Lonicera nitida* as particularly successful. In fairly sheltered places there are few shrubs which grow so rapidly into size and beauty as this. Planted a feet apart it soon meets and with judicious trimming forms a delightful hedge. I would not trust to it, however, in cold, exposed places.

I may mention a few handsome trees which thrive in town as well as in country gardens. *Pyrus pinnatifida* is an improved mountain ash. *Tilias* *Euchlora* and *Petiolaris* are limes, and both are superior

to the common kind. Two fine forms of Norway maple are *Schwedleri* and *Reitenbachii*. *Pyrus Malus floribunda* is a beautiful apple grown solely for its bloom.

Among shrubs, veronicas have had a splendid year after the bad start due to severe weather in February and March, which cut them severely. The summer rains put them right. Blue Gem and Autumn Glory are two fine varieties.

Take care to oil and grease the lawn mower before putting it away for the

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winter. Dispensing with my car this year, mainly in the interests of a new garden, I fed the mechanical side of my nature (every man has one, of course) with mower trials. With an old "Pennsylvania" in my garage, still doing useful work after thirty-five years' service (nearly a record, surely?) I have had in use an 8-inch "Qualcast," a 12-inch Ransome's "Cub" (new model), and a 12-inch ball-bearing "Gordon." The latter, a speciality of Timothy White Ltd., I bought after the first run and brief inspection of the well-cut gears, for with grass box included the cost was inside 32s. But the others are sound value, too. There are, indeed, hosts of good mowers available.

### BRIEF NOTES

I pass on to my readers a few notes of interest made in my reference book for 1932:—

1. Sweet pea disease: Very light dressings of sulphate of potash in showery weather form a valuable preventive. If young plants in frames show disease, sprinkle a little on the soil twice a week before watering.

2. A first-class sweet pea: For vigour of growth, freedom of bloom, firm substance and telling colour there is no variety to excel the rose-pink variety *Pinkie*.

3. Good garden roses: Six of the very best bush roses for garden beauty are the dwarf *Polyanthas* *Edith Cavell*, *Orleans*, *Yvonne*

*Rabier*, *Coral Cluster*, *Else Poulsen* and *Kirsten Poulsen*.

4. Two lovely bedding roses: The double *Shot Silk* and the single *Dainty Bess* are two specially lovely roses for planting alone in beds.

5. Valuable irises: For late spring and early summer bloom there are few things to equal the bulbous irises of the Dutch type. *White Excelsior* is particularly lovely.

6. Early hyacinths: Except where very early bloom is wanted, in which case Roman hyacinths are still the most suitable, grow the lovely white variety *Arentine Arendsen* from what dealers call "prepared" bulbs. It is exquisite about mid-winter.

7. Charming columbines: The Sutton and the Scott-Elliott are splendid strains of *Aquilegia*, with tall, strong stems and glorious flowers of fascinating shades.

8. Gauze flowers: The fine variety called *Bristol Fairy* is well worth the attention of admirers of gypsophiles.

9. Grand flag irises: *Maori King*, *Lohengrin*, *Purple King*, *Ambassador*, *Madame Chereau*, *Pallida Dalmatica* and *Alcazar* are a few really fine irises of the tall bearded class generally known as flags. It is interesting to note that *Madame Chereau* and *Pallida Dalmatica* are two very old varieties, yet still among the best.

10. Gathering zinnias: Double zinnias, most brilliant of summer flowers and markedly long-lasting in water, are in great form this year. A little care is needed in gathering, because the plants produce growth buds on the flower-stem 8 or 9 inches below the bloom. Cut just above these and a succession of fresh flowers is certain.

11. Propagating pentstemons: Beautiful flowers are these, and if, among the seedling plants of 1930-31, there are any particularly good varieties, remember that they can be perpetuated true to colour by taking off basal shoots early in autumn and inserting them in gritty soil in a frame.

12. Clover in lawns: Heavy rainstorms in August caused a rapid spread of clover in lawns. Remember that a superabundance of clover can be reduced with strong nitrate of soda or sulphate of ammonia. It may be convenient to make a solution, in which case 14 pounds of either may be mixed in 8 gallons of water. Apply in the morning while the clover is damp, and with prospects of sunshine.

13. Shifting chrysanthemums: Plants showing for bloom in a reserve bed in the garden will "lift" safely for replanting in a more important place, or for putting into pots, if a spade is passed down beside them to form a square while the soil is moist to a depth of a foot or more. Plant in the evening of a showery day. If possible have a supply of tiffany or other fine canvas and some stakes available, then if frost threatens (and early frost may spoil the flowers, although not killing the plants which bear them) fix the tiffany a foot or so above the flowers. This generally makes everything safe and ensures a satisfactory display.

I wish my readers good-bye and much pleasure from their gardens during the rest of the season and in the future.

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# GAME OF CHESS

By ANSELMO LOPEZ

"Are you a chess player?" asked the landlord of a prospective tenant. "I much prefer to have my houses occupied by chess players." "No, I am not a chess player," was the reply, "and I can't account for such a singular preference." "It is simple enough," said the landlord. "Chess players move so seldom, and only after great deliberation."

PROBLEM No. 9 (by E. V. Tanner)  
Black—6 pieces



White—7 pieces

White to move and mate in three moves

## INTERNATIONAL CHESS

An international team tournament, in which nineteen countries—each represented by a team of four players—took part came to a close at Prague a few weeks ago, and resulted in victory for the United States of America. The British Empire Team captained by Sir George Thomas, came out ninth in the contest. The leading scores were: U.S.A., 48 points; Poland (last year's victor) 47; Czechoslovakia, 46½; Yugoslavia, 46. The individual performances of the members of the British team (whose total was 44 points) were as follow: Sultan Khan, holder of the British Championship, won 8 games, drew 7 and lost 3; F. D. Yates won 6, drew 7 and lost 4; W. Winter won 6, drew 7, lost 4; Sir George Thomas won 8, drew 9, and lost 1.

## B.C.F. CONGRESS

At the moment of writing this year's Congress of the British Chess Federation is in progress at the College for the Blind at Worcester. The

## MR. S. S. MEADOWS

We record the death of Mr. Samuel Spencer Meadows, Cemeteries Superintendent, at Southport, aged 54. Mr. Meadows was a past chairman of the Executive Council of the Southport Branch, and had been a member of the Council for many years. He was particularly interested in the Bowling Section, and was a member of the Southport team which won the North-western District Zone Bowling Trophy last year.

## MR. W.M. LLOYD

The Southport Branch regrets the death of Mr. William Lloyd at the age of 39 years, his death having occurred suddenly whilst on holiday at Brighton. Mr. Lloyd had been a member of the branch since his promotion to an Inspectorate in the Tramways Department.

principal tournament is that for the British championship (at present held by Sultan Khan). The players taking part in this particular contest are Sultan Khan, Sir George Thomas, F. D. Yates, W. Winter, R. P. Mitchell, E. Spencer, T. H. Tylor, C. O'D. Alexander, W. Gibson, P. S. Milner-Barry, E. G. Sergeant and J. H. Morrison. The holder of the title made a splendid show, winning the first four games he played. His first defeat came in the fifth game, in which Sergeant had secured a distinct advantage as early as the ninth move. This somewhat sensational defeat was brought about as follows:—

Ruy Lopez.

| WHITE               | BLACK       |
|---------------------|-------------|
| E. G. SERGEANT      | SULTAN KHAN |
| 1. P-K4 .. ..       | P-K4        |
| 2. Kt-KB3 .. ..     | Kt-QB3      |
| 3. B-K5 .. ..       | P-QR1       |
| 4. B-R4 .. ..       | Kt-B3       |
| 5. Castles .. ..    | P-QKt4      |
| 6. B-K3 .. ..       | B-N5        |
| 7. P-Q4 .. ..       | Kt x P      |
| 8. Kt x Kt .. ..    | P x Kt      |
| 9. P-K5 .. ..       | Castles     |
| 10. P x Kt .. ..    | B x P       |
| 11. B-QB3 .. ..     | P-B4        |
| 12. B-Q5 .. ..      | R-Kt sq     |
| 13. P x P .. ..     | B x P       |
| 14. Kt-B3 .. ..     | R-Kt3       |
| 15. B-K3 .. ..      | B x P       |
| 16. P x B .. ..     | R-R3        |
| 17. R-B4 .. ..      | P-Q3        |
| 18. Q-B3 .. ..      | Q-K4        |
| 19. R-KB sq .. ..   | B-K3        |
| 20. B x B .. ..     | Q x B       |
| 21. Kt-Q5 .. ..     | Q-K4        |
| 22. P-KR3 .. ..     | P-B3        |
| 23. R-B2 .. ..      | K-R sq      |
| 24. R-Q2 .. ..      | P-B4        |
| 25. P-K4 .. ..      | P-Kt3       |
| 26. R-KB2 .. ..     | K x Kt2     |
| 27. P x P .. ..     | P x P       |
| 28. R x R .. ..     | P x R       |
| 29. R-K2 .. ..      | Q-Q5 ch     |
| 30. K-R2 .. ..      | R-Kt1       |
| 31. Kt-K7 .. ..     | Q-QB5       |
| 32. Kt x P ch .. .. | Resigns     |

Players in the Major Open include Snosko-Borowsky, Dr. Seitz, Miss Menchik, woman world champion, Rupert Cross, blind player; B. H. Stronach, H. Golombek, a rising British hope, and H. T. Reeve. The entries for the Ladies' Championship include the holder of the title, Mrs. Stevenson, Mrs. R. P. Michell, and Mrs. Hutchison-Stirling.

P.S.—The final scores in the British championship tournament were: Yates, 8 points; Sultan Khan and Winter, 7½ each; Sir Geo. Thomas and E. Spencer, 6½ each. Mrs. Michell and Mrs. Wheelwright tied for first place (9½ points each) in the British Ladies' championship. Miss Menchik won the Major Open.

The game between Yates and Sultan Khan went to 82 moves and was won by Sultan Khan.

## BRIEF BRILLIANCES: No. 9

Petroff's Defence.

| WHITE            | BLACK      |
|------------------|------------|
| 1. P-K4 .. ..    | P-K4       |
| 2. Kt-KB3 .. ..  | Kt-KB3     |
| 3. Kt x P .. ..  | Kt-QB1     |
| 4. Kt x Kt .. .. | Q x Kt     |
| 5. P-Q3 .. ..    | B-QB3      |
| 6. B-Kt5 .. ..   | Kt x P     |
| 7. B x Q .. ..   | B x P ch   |
| 8. K-K2 .. ..    | B-Kt5 mate |

## END GAME: No. 9

White (3 pieces)—K on QKt3, Kt on Q3, Kt on KKt sq.

Black (2 pieces)—K on QKt8, P on Q5.

White to play and win. (Ordinarily two Kts cannot force mate).

SOLUTION TO PROBLEM No. 9 (3-mover by E. V. Tanner)

Key, B-Q sq.

If 1, P-K5; 2, B-B6 ch; K-Q4; 3, B-Kt3 mate.

If 1, P-Q4; 2, P-K3 ch, K any; 3, Q-B2 mate.

If 1, K-K5; 2, B-Kt3, etc.

Comment.—Highly artistic in construction, and difficult because of close tries, especially B-Q

## SOLUTION TO END GAME No. 9

| WHITE               | BLACK   |
|---------------------|---------|
| 1. Kt-B3 .. ..      | K-R8    |
| 2. Kt-B3-K5 .. ..   | K-KR8   |
| 3. Kt-B4 .. ..      | K-R8    |
| 4. K-B2 .. ..       | K-R7    |
| 5. Kt-Kt4 ch .. ..  | K-R8    |
| 6. Kt-R3 .. ..      | P-Q6 ch |
| 7. Kt-Kt3 .. ..     | P-Q7    |
| 8. Kt-B2 mate .. .. |         |



Herbert Sutcliffe

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## AUCTION BRIDGE

By NEVILLE HOBSON

LET us first of all consider PRE-EMPTIVE BIDS. These should be used sparingly, as they shut out one's partner as well as the opponents. Moreover, to be really effective they must be bold and assertive—either 3 or 4 as a general rule. A pre-emptive bid is advisable, however, if you have an abnormally long suit and nothing else of value, particularly in the case of a Major suit; though pre-emptive bids in a Minor suit at a Love score should not be made except under special circumstances.

I would emphasise the futility, as a general rule, of a bid of 2. Indeed, such a declaration will often induce the opponents to bid when they would otherwise have been prepared to pass, and—whatever arguments may exist in favour of a bid of 2 Spades, which requires a suit bid of 3 to overcall—there can be nothing but condemnation for a bid of 2 of a Minor suit, and it may be stated as a general rule that a pre-emptive bid in a Minor suit should rarely be less than 4. If, however, a Major suit is held so strongly that the declarer will be tempted to bid on from 1 to 3 irrespective of support from his partner, it is usually advisable to pre-empt—though the suit in which pre-empting is the least necessary is Spades, for obvious reasons.

In conclusion, it may be stated that pre-empting should generally be confined to the holding of 6 or 7 in the particular suit, but if a Minor suit is both long and solid a bid of 1 is advisable at no score, in the hope that it can be taken out by one's partner into No Trumps or a good Major suit, owing to the difficulty of obtaining 11 tricks to secure game.

In the May competition the correct bid of South at Love score was asked for when holding—S, x, x, x, H, K, Q, J, x, x, x, D, A, x, C, x, x, and the official answer was 3 Hearts.

This is a clear example of a hand which calls for an immediate pre-emptive bid, particularly in view of the weakness in Spades. Had, however, the 6 suit headed by K, Q, J been in Diamonds instead of Hearts, the correct bid would have been 1 Diamond, for the reasons indicated above.

### ALTERNATIVE BIDS

The sixth question in the last competition inquires as to the bid of South at Love all, when holding S, A, Q, 10, x, x, H, A, K, x, x, x, D, A, x, C, x. The correct answer being 1 Spade. When holding 2 suits of approximately equal strength and length, it is advisable to select the suit of a higher rank for the opening declaration. If necessary, the other suit can be bid on the second round, and your partner can put you back into your original suit if preferable for his

hand, without increasing the contract. After bidding 1 Spade, South should, in these circumstances, bid 2 Hearts if either of the opponents bids a Minor suit or his partner North has not immediately supported the initial declaration. After the bid of 2 Hearts, North will either leave this in or take it out into 2 Spades, whichever suits his hand the better; and if the opponents go to 3 of their suit there is still the same choice of two alternative Major bids.

### PLAYING TO SCORE

A warning note should be sounded here as to the importance of keeping the score throughout a rubber and playing carefully to it. Indeed, the main principles underlying the different bidding in Major and Minor suits and those relating to pre-emptive declarations are normally dependent upon there being no score, as it should be borne in mind that—if one side is 18 points in—the possibility of game in a Minor suit is generally as great as in a Major if not pushed up unduly, and many of the rules dealt with in this and the preceding articles require qualification in such circumstances.

It is probably not too much to say that no Bridge enthusiasts can ever become really sound players unless they always keep the score and not only record it on their sheets, but also have it at the back of their minds throughout the bidding.



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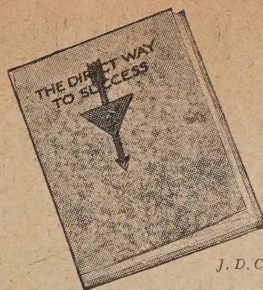
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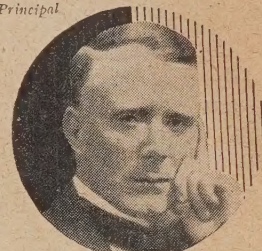


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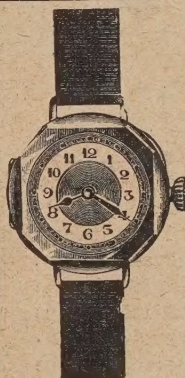
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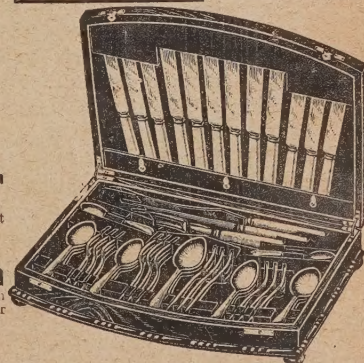


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